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**date** 16 June 2011

**TO EACH MEMBER OF THE  
LUTON & SOUTH BEDS JOINT COMMITTEE**

15 June 2011

Dear Councillor

**LUTON & SOUTH BEDS JOINT COMMITTEE - FRIDAY 24 JUNE 2011**

Further to the Agenda and papers for the above meeting, please find attached the Appendices 1 – 3 as referred to in Agenda Item 7 'Report of the Progress of the Luton and southern Central Bedfordshire Core Strategy'.

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Should you have any queries regarding the above please contact Sandra Hobbs on Tel: 0300 300 5257.

Yours sincerely

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# Appendix 1

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## Luton and southern Central Bedfordshire Joint Core Strategy Development Plan Document

**Inspector: David Vickery DipT&CP MRTPI**

**Programme Officer: Louise St John Howe**

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15<sup>th</sup> April, 2011

Dear Sir/Madam,

The Inspector has undertaken a preliminary assessment of the Core Strategy and other submitted material and he has identified a number of significant concerns relating to the soundness of the document. Therefore, in order to inform the way forward for the Examination, the Inspector has called an Exploratory Meeting (EM).

This will be held on Wednesday 18 May 2011 at:

Central Bedfordshire Council Offices, High Street North, Dunstable, LU6 1LF.

The meeting will start promptly at 14.00hrs. The Inspector's main concerns are set out in the attached note (Annex 1), to which he has invited the Joint Technical Unit (JTU) to reply. An agenda is attached as Annex 2.

At the meeting the Inspector will not take any formal evidence in respect of the Core Strategy itself, nor consider in detail its policies, as these would be matters for discussion at hearing sessions if the Examination were to proceed. This means that there will be no consideration or discussion at the meeting of the merits of the various housing and employment sites, either those allocated or of any alternative sites.

Please either telephone or email me by Wednesday 11<sup>th</sup> May to let me know if you will be attending the EM so that I can ensure adequate seating is provided.

Part of the aim of the EM is to avoid the wasted time, effort and expense of all parties in continuing with the Examination as planned if it is likely that the Core Strategy would subsequently be found unsound. More details about the purpose of an EM and the possible outcomes from such a meeting are explained in section 9 on page 32 of the Planning Inspectorate's publication "*Examining Development Plan Documents: Procedure Guidance*" of August 2009. This can be found at:

[http://www.planningportal.gov.uk/uploads/pins/dpd\\_procedure\\_guide.pdf](http://www.planningportal.gov.uk/uploads/pins/dpd_procedure_guide.pdf)

No further representations are required since views on the soundness of the plan have already been submitted in response to the original public consultation. Some planning policy changes were announced in the 2011 Budget and, assuming that the Examination proceeds, the Inspector will be asking all respondents for their views on these later.

The Inspector has queried whether some of suggested Minor Changes might actually be significant changes. The JTU's reply to the Inspector's queries on this and their associated map of North Houghton are available on the Core Strategy's web site (see below). This matter will be considered at the EM (see agenda).

The Inspector has asked the JTU about the land East of London Luton Airport, and the paper containing the Inspector's queries on this and the JTU's reply is available on the Core Strategy's web site (see below).

The Inspector has received a letter dated 12 April 2011 from JB Planning Associates (who are promoting a housing site at West of Luton) which was accompanied by a Legal Opinion from Peter Village QC. The letter and Legal Opinion allege some procedural concerns and request that an EM be held. They can be seen on the Core Strategy's web site (see below)

If you would like paper copies of any of the documents mentioned above can you please contact me and I will arrange to send them to you. The Inspector is continuing to read the papers and any other concerns he identifies, or replies from the JTU on his concerns, will be published on the Core Strategy web site:

<http://www.shapeyourfuture.org.uk/corestrategy.html>

The Exploratory Meeting is open to the public to attend, observe, and comment, but the Inspector will primarily be looking to the representatives of the JTU to address him on the matters of concern. It may be that some particular decisions of principle will have to wait until after the EM so that the two Councils' Joint Committee can decide them. A note of the meeting will be published soon afterwards on the Core Strategy web site. I will contact you again when it is known if and when the Examination will progress, but this will probably not be known until some time after the meeting.

The Council offices in Dunstable are accessible to the disabled and a hearing loop is included in the room to be used. A map showing their location is viewable via the web link below:

[http://www.centralbedfordshire.gov.uk/images/CBC%20Dunstable\\_tcm5-26113.pdf](http://www.centralbedfordshire.gov.uk/images/CBC%20Dunstable_tcm5-26113.pdf)

The offices are close to main bus routes and car parking is available nearby in Westfield Road and slightly further away in Brewers Hill. If you have any mobility problems or require assistance of any kind, please let me know.

If you have any queries at this stage please do not hesitate to contact me.

Yours faithfully,  
**Louise St John Howe**  
Programme Officer

Examination into the Luton & southern Central Bedfordshire Joint Core Strategy

## **EXPLORATORY MEETING AGENDA**

To be held at 14.00 hours (2pm) on Wednesday 18 May 2011

Central Bedfordshire Council Offices, High Street North, Dunstable, LU6 1LF

1. Inspector's introduction – purpose of meeting

The Inspector will explain that on a preliminary reading of the Joint Core Strategy (the CS), the submitted evidence base and the representations he has some concerns about the soundness of the CS. He has not found the CS unsound at this point. This Exploratory Meeting (the EM) is to explore his concerns, not the soundness of the CS, and to enable the Joint Technical Unit (the JTU) and Joint Committee to consider the risk of the CS being found unsound if the Examination proceeds.

The Inspector will explain the limitations on his recommendation powers to make the CS sound. He will explain the possible outcomes of the EM, namely: • the Examination is temporarily suspended to enable further work on the CS; • the concerns are resolved now and the Examination continues; • the concerns are not resolved but the Examination continues; • it is decided to withdraw the CS.

2. Inspector's summary of main concerns – Annex 1: to be taken in subject order

3. JTU's response to the concerns raised

4. Any comments from neighbouring Councils

5. Any comments from other participants

6. Schedule of Proposed Minor Changes (Document JCS2 & separate JTU responses)

The Inspector has identified a number of minor changes proposed by the JTU which might not, in fact, be minor but might instead be significant changes. After discussion the Inspector will give his opinion on them.

7. Discussion of options open to the Inspector, the JTU and the Joint Committee

After hearing the discussion on the above, the Inspector would welcome the participant's brief views on how the Examination should proceed, bearing in mind the possible outcomes set out in his Introduction.

8. The way forward

It is likely that a final decision will not be made at the Meeting as JTU officers will need to seek the instructions of the two Councils' Joint Committee. In that case, the Inspector will make his recommendation later in writing, deciding whether and, if so, how the Examination should proceed. If the Examination proceeds, the Inspector will expect a clear timetable from the JTU for each stage of any extra work envisaged so that the PHM and hearings can be provisionally programmed.

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Examination into the Luton & southern Central Bedfordshire Joint Core Strategy

Exploratory Meeting at 14.00 hours (2pm) on Wednesday 18 May 2011

## Summary of the Inspector's Concerns

**The Joint Technical Unit is requested to respond to the Programme Officer by Monday 9 May 2011 to the following points, answering concisely those questions for which answers are available now, and repeating where necessary any information already given to the Inspector. A brief indication of the timescale for responding to more involved questions and for any necessary responses back from the Joint Committee should be provided (see item 8 of the Agenda). This whole response should then be placed on the CS web site, with paper copies provided at the Exploratory Meeting.**

### Introduction

1. This paper sets out my main concerns to date on the Joint Core Strategy (the CS) that have led me to call an Exploratory Meeting (the EM). This does not mean that I have failed to appreciate the hard work that has gone into the CS, or that I have made a formal determination that it is unsound at this point. Before progressing to arranging hearing sessions these key concerns merit further discussion.
2. The EM agenda sets out the options for dealing with these concerns, one of which would be to defer the start of the Examination to enable the Council to suggest alterations to the CS and its evidence base. Some guidance on how to handle changes is on the PAS web site at: <http://www.pas.gov.uk/pas/core/page.do?pageId=64905>.
3. There is one minor administrative point - the Joint Committee's delegated authority to the Head of the Joint Technical Unit (the JTU) of October 2010 allows for him to make only minor changes to the CS which "*do not go to the heart of the policies or allocations*". Thus, the Examination may become difficult and lengthy if the JTU representatives are unable to agree quickly to suggested changes or to make suggested changes of their own in response to concerns raised. Can this be speeded up or resolved?
4. My main concern is that the policies in the CS do not clearly answer the key questions set out in Planning Policy Statement 12 (PPS12) at paragraph 4.1 and elsewhere:
  - **what** will be delivered?;
  - **where** will it be delivered?;
  - **when** will it be delivered?; and
  - **how** will it be delivered through the CS and other subsequent Plans?

### Is the CS legally in 'general conformity' with the Regional Strategy?

5. Being in general conformity with the Regional Strategy (the RS) is a legal requirement (section 24 of the 2004 Act). The CS assumes that the RS no longer forms part of the development plan, but that is not correct<sup>1</sup>. Whilst the Government has announced its intention to revoke the RS in the current Localism Bill, that has not yet occurred and the results and implications of the Government's environmental assessment (announced on 5 April 2011) of that proposal are not yet known.
6. The CS says that it does not provide the RS housing numbers but instead proposes a reduced amount of housing - some 14% less - based on a 'natural growth' or 'local need'

<sup>1</sup> [http://www.planningportal.gov.uk/uploads/pins/advice\\_for\\_inspectors/impact\\_of\\_cala\\_homes.pdf](http://www.planningportal.gov.uk/uploads/pins/advice_for_inspectors/impact_of_cala_homes.pdf) : see Annex B

(see Document H4). Others have said (based on other JTU documents) that the reduction from the RS target is more than this, perhaps as much as 10,000 dwellings less. I have been unable to find the evidence for the local growth/need calculations or the reasons why that is preferred over the RS figures. The justification for lower housing figures than those in the RS needs to be explained. The method of calculation of the RS housing figures for the CS plan period as derived from RS policy H1 should also be explained as I do not understand how it has been decided or the reasons for the different figures given above by the JTU and others.

7. Similarly, the CS appears to provide for a different (lower) natural population increase employment growth level than that in the RS. The reasons for this need to be explained, together with an explanation of the calculation of the RS policy E1 indicative [my emphasis] target figure for the CS plan period and how the CS figures are calculated from the Employment Land Reviews. I do not understand the explanations given in Document EC5 which are not easy to relate to the employment proposal in policy CS1 and its paragraphs 3.33 to 3.35 and Table 3.2, and which do not clearly explain the need for contingency employment land or its distribution.
8. Some respondents complain about the shorter time period for the CS (to 2026) rather than that set out in the Milton Keynes South Midlands Sub-Regional Strategy which runs to 2031 (with 'safeguarded' land), and I cannot find an explanation for this. Is it because the JTU considers this part of the Sub-Regional Strategy not to be part of the RS due to RS paragraph 13.80, or is it due to other factors? A series of background papers or notes is needed on all these RS concerns to justify the CS differences.

#### **Are the Proposals Map changes and Key Diagram clear and legal?**

9. I have seen the Legal Opinion by Peter Village QC (available on the CS web site) expressing doubts about the legality of the Proposals Map changes proposed in the CS. The Inspectorate has advised<sup>2</sup> that "*many authorities are showing proposed changes through the use of inset plans within the submitted DPD. Generally Inspectors have found that this pragmatic approach does not create any problems*". The Inspectorate's advice goes on to say that a complete 'submission version' Proposals Map creates confusion between what is carried over and what is new. It is therefore not recommended unless there are wholesale changes proposed to a majority of designations – and as there are no wholesale changes proposed in this CS it would not be needed.
10. The above pragmatic approach has been used in all DPDs examined to date with no problems, but I acknowledge that it could be wrong in law for the reasons Mr Village sets out. The JTU should comment on Mr Village's legal point by the date set above.
11. My practical concerns are whether the boundaries shown on the Proposals Map Amendments in Appendix A2 of the CS for the strategic allocations are certain, precise and complete (e.g. the by-pass routes); their relationship (if any) to proposals shown on the Key Diagram; and the meaning and status of the various proposal symbols on the Key Diagram, such as the "New Luton North Railway Station". On this last Key Diagram point, are all the items shown strategically necessary to ensure the implementation of the CS? If so, why have they not all been allocated in the CS? If not, why are they on the Key Diagram? Are they likely to be implemented (see later)? Paragraph 4.1 of PPS12 indicates that it is only locations for strategic development that should be indicated on a key diagram.

#### **Consultation procedures – legal compliance**

12. The Legal Opinion by Peter Village QC expresses doubts about the legality of the consultation procedures of the submission CS arising from the March 2011 change in the

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<sup>2</sup> [http://www.planningportal.gov.uk/uploads/pins/ldf\\_learning\\_experience\\_sept2009.pdf](http://www.planningportal.gov.uk/uploads/pins/ldf_learning_experience_sept2009.pdf) : see paras 52 to 57.

Statement of Community Involvement. Again, the JTU should comment on Mr Village's legal point by the date set above, unless it now concedes the point. If there is a pause in the Examination then the JTU may decide, even if it disagrees with the point, to use the time to carry out the consultation that Mr Village believes is required.

### **Is the CS effective?**

13. Many of the policies and their provisions at first sight appear not to be **effective** (a soundness criterion) either because the Vision and Strategic Objectives from which they flow are unclear; or because they do not answer the vital questions (see above) that any CS policy has to answer; or because they do not deal with the tough, critical issues; or because they fail to adequately explain how they will be delivered or implemented; or because of a combination of these failings.

#### *Vision and Strategic Objectives*

14. The Vision and Strategic Objectives are not locally specific and distinctive. Spatial planning is defined in PPS12 as being about "*place shaping and delivery*". If it does not shape a place and/or cannot be delivered then it should not be in the CS (paragraphs 2.1 to 2.7 of PPS12).
15. The Vision and Strategic Objectives are vague and aspirational, and do not provide a sense of purpose and direction. They do not flow from a clear identification of the problems that affect the area. Whilst there are key issues and trends in Appendix A3, they act mainly to justify decisions already taken in the CS's policies. There is no direct causal relationship between them and the Strategic Objectives. A CS should give a clear message about the ways in which the area will change by its end date.

#### *Policy effectiveness*

16. Paragraph 4.1 of PPS12 sets out what a CS should include. As I have previously said, policies must say **what** will be delivered; **where** it will be delivered; **when** it will be delivered; and **how** it will be delivered. Sometimes policy is included in the reasoned justification, contrary to Regulation 13(2) of the 2004 Local Development Regulations. At times I was left wondering what a policy, or a part of it, intends, and I give some examples below.

#### *Critical questions*

17. The critical strategic questions cannot be left in a CS to be answered by a subsequent master plan or other lower level planning document. Whilst the detail can be left to such documents, a CS must set out the broad principles and parameters within which the subsequent detailed decisions must be made. The CS is the place where the tough, hard and strategically important decisions have to be made.
18. For instance, I do not know why such an obviously major and strategically critical employment site like the Sundon Quarry Rail Freight Interchange is only "considered for allocation" in policy CS9 and has not been identified as a broad location for employment provision with its development principles resolved (e.g. infrastructure requirements and economic viability). Is such a major allocation to remain within the Green Belt? If not, what DPD will consider and amend the Green Belt boundaries? Sundon Quarry appears not to be effective. Conversely, the CS seems to be making detailed decisions that might not be needed at this stage - the North of Luton site (policy CS13) has been allocated when it is not set to deliver dwellings until 2019, so why is this not a broad location in the CS with the detail left for a future DPD to resolve? See the PAS web site: <http://www.pas.gov.uk/pas/core/page.do?pageId=469051>.
19. There are other allocations or recommendations in the CS which are unclear in their intent - are they strategic allocations or possible ideas to be decided in later DPDs? For

instance, in policy CS7 is the replacement football stadium for Luton Town Football Club a strategic allocation (in which case it should be firmed up as such with detailed evidence); or is it a broad location backed up by reasonable, proportionate evidence, with the development details left to be resolved in a later DPD (which and when?); or is it merely a possibility to be explored in a later DPD? I cannot find any evidence at the moment to justify safeguarding the land. If reliance is placed on the 'saved policy' from the Local Plan then why does the CS need to mention it?

20. I am concerned that the strategic allocations policies in the CS do not have the necessary level of detail in them. The policy in a CS for a strategic site (either allocation or broad location) should ideally cover the following matters (either in the policy or elsewhere):
- A clear objective/aim for what is intended to be achieved in the overall development;
  - Identification of site constraints - both those that are fixed and those that need to be overcome or mitigated;
  - All the different land uses/proposals and their scale that the site is to accommodate (e.g. xx housing, yy employment, community facilities etc);
  - What infrastructure (e.g. transport, education, social and community services) is needed to make that development a viable, attractive, sustainable location;
  - What of the above needs to be provided by when (i.e. inter-related phasing of all elements) and who will fund it and deliver it.
  - For an allocation: whether further detail is to be worked up in a master plan and/or SPD (if so, specify the timescales for its delivery);
  - For a location: stating that the detail is to be worked up in later DPD (possibly an AAP), specifying the timescales for its delivery.
  - For an allocation: milestones for progression of the development, e.g. application submission and commencement on site, phasing and consequences if missed. For a location, this aspect should be left to the later DPD.
21. It would be helpful for the CS to be supported by evidence which illustrates how the various elements might be accommodated within each strategic allocation. One way might be an indicative or first draft of a master plan. I would not endorse any such material (that would be the purpose of the later master plan) but it would serve to demonstrate that the proposals were achievable.
22. I am concerned that some of the critical decisions have not been taken by this CS and have been inappropriately devolved down to master plans. Examples include policies CS19 and CS21.

*Delivery and implementation effectiveness*

23. PPS12 (4.4) says that **delivery** is central to a CS. The CS has to show how its objectives will be delivered and that the resources required have a realistic prospect of being provided. The policies and proposals in the CS frequently say that they will be delivered in later Plans by site allocations policies (e.g. CS1, CS9, CS17 and CS22) or development management policies (e.g. CS7 and CS9). But none of these further Plans are shown as a present commitment in either Luton's or Central Bedfordshire's Local Development Schemes and so there seems to be little likelihood of them being produced in time to deliver these proposals within the required timeframe.
24. Moreover, I note that one of the joint authorities responsible for the CS, Luton Borough Council, is opposed to certain important aspects of the CS in terms of the lack of a Luton Northern by-pass, a desire for more housing than allocated, and a preference for housing to be located to the west of Luton. Therefore, I have doubts about how realistic will be the delivery of the policies in this CS without a clear commitment to its implementation by one of the two responsible constituent authorities.
25. There is a similar problem with the implementation of that part of policy CS1 which recommends an urban extension to the east of London Luton Airport. I am told (see the

separate Inspector Query on the CS web site) that this is not a strategic allocation, but that it is 'recommendation' to meet the employment needs of the area from 2016 and that it is partly dependant on the allocation of land in North Hertfordshire. But there is no commitment from North Hertfordshire to include it in any Plan. Its delivery is therefore not certain as there is no evidence of any joint cross-boundary working with North Hertfordshire showing that there is a reasonable prospect it would be allocated within the required timescale.

26. On that Airport employment proposal, I do not understand the nature of the 'recommendation'. It is shown as a new CS1 allocation on the Appendix A2 Proposal Map (a separate legal document from the CS) Amendments of the CS. To be an amendment to the Proposals Map implies that the site has been allocated in the CS. Or is it a broad location to be detailed in a later DPD? I note that policy EM3 in the Luton Local Plan allocates this site for employment, and that an outline permission has been granted (but not implemented). This leads to further soundness questions. Is this therefore a commitment to development in the Luton part? The EM3 policy and the outline permission's S106 Obligation provides for a new tunnelled access - is that to happen in this 'recommendation'? If so, why does the CS not say so, or give an alternative access route? Will a new access be able to cope with the additional area of land in North Hertfordshire and what work has been done to show this? Will the development be economically viable given the access cost? What is the justification for recommending an allocation of land in North Hertfordshire in the Green Belt as I cannot find it in the evidence base (it is not in Document EC2 which deals with the former East of Luton site)?
27. I am also unsure what the **contingency planning** is in the CS. Paragraph 4.46 of PPS12 says the CS has to show how it will deal with contingencies – in other words with foreseeable changes. I am concerned that the CS does not give an indication of what it would do if a vital infrastructure project was cancelled or delayed. There is contingency planning in the sense that land is available for development beyond the plan period, but what happens if one or more of the strategic allocations cannot be delivered on time or at all?

### **Whether the CS justifies the proposed development and proposals**

28. PPS12 (4.8) states that a CS should be supported by evidence of what physical, social and green infrastructure is needed to enable the amount of development proposed for the area, taking account of its type and distribution. **Justification** of the policies is a key soundness criterion because the policies must be founded on a robust and credible evidence base.
29. The CS proposes the loss of **Green Belt** land so that land for future strategic development can be accommodated. There are other potential allocations that might involve the loss of Green Belt, such as Sundon Quarry, but this is not clear. National policy advice is that such boundary alterations should be related to a timescale which is longer than that normally adopted for other aspects of the Plan (2.12 of PPG2), possibly by identifying land to be safeguarded to meet longer term development needs. This has been done in this CS, but I do not know why the specific amounts of development have been chosen or how long they might satisfy development needs. From what I can see they appear to be the amounts left over after deducting the requirements for development up to 2026 within the sites. Clearly, I am concerned to ensure that no more Green Belt land is released than is necessary to satisfy national policy, but this has not been explained or justified. I do not know where exactly the safeguarded land is identified on the allocated sites (Annex B of PPG2). What are the policies for the safeguarded land's protection? A background or topic paper on this subject from the JTU would be of assistance.
30. A Level 1 **Strategic Flood Risk Assessment** has been completed. Has the Level 2 Assessment been completed (paragraph 9.26 of the CS), particularly for the strategic

allocations? If not, when will it be ready? What impact has this had on the PPS25 Sequential and Exception Tests for development proposed in the CS?

31. The **Housing Trajectory** (Document HC12) is not part of the CS. It should be included in an Appendix. It will be necessary to update it later to include the last monitoring year's figures (2010/11).
32. On **housing numbers**, the Strategic Housing Land Availability Assessment (SHLAA) is not directly related to the housing numbers now proposed in the CS, and appears to be based on the RS requirements with different plan period dates. This is a point allied to the RS general conformity issue above. I also do not know if the SHLAA takes account of the Government's recent changes to PPS3 policy on garden land and housing density, but it seems unlikely from the dates given. I think, therefore, that an updated SHLAA is necessary. I notice that some provision in the CS and the Housing Trajectory is made for elements variously called "additional urban capacity" and "unallocated growth in villages". I am not sure whether these are windfall figures which are allowed by the advice in PPS3. This could be explained in a background paper.
33. The **highway** evidence relates to the former versions of the CS and not to the submitted version. I am aware that updated evidence is due to be submitted soon and that there is a Statement of Common Ground between the two Councils and the Highways Agency to that effect (Document TR2). But at present I do not know what new highway and transport infrastructure is needed, when it is needed, which development it is needed for, or how much it will cost. Is any of it so strategically important that it needs to be allocated in the CS, e.g. the new M1 junction? Are the by-pass routes reasonably firm?
34. The evidence should cover who will provide the **infrastructure** and when it will be provided. In this CS the key development policies all have infrastructure implications of various degrees. The CS has an Infrastructure Schedule (Table 4.1), but it only covers the first five years of the plan period, including those requirements necessary at that time for the next five years. It is not related to particular CS policies or allocations, and it does not clearly set out what are the key or critical infrastructure projects needed to deliver the allocations and 'recommendations'. The CS Table appears to be based on information in the Infrastructure Delivery Plan & Funding Study [the IDP] (Documents GEN1.1 and GEN1.2). Neither set out what infrastructure is needed at what particular point or phase of a specified development. So I do not know whether the CS will deliver what it says it will, or at the time that it says.
35. Both the CS and the IDP mention a substantial "funding gap". I cannot find the information that tells me what that means in practice or how it might be solved so that development can be implemented. Please provide that information or direct me to it in the evidence base.
36. For development in the short term (5 years) I have not found the necessary detail to give me a high degree of certainty and confidence that the strategic allocations or the other employment or retail allocations or 'recommendations' can be delivered. I do not know if reasonable and sensible efforts to obtain infrastructure certainty have been made or not. Although I accept that the level of detail and certainty will be less for the medium (5 to 10 years) or longer term (11 to 15 years) sites or phases of development, I cannot find this information in the CS or its evidence base.
37. A CS has a key role in highlighting the main infrastructure needs – what is essential to deliver the strategy - so as to give them the backing of development plan status. Unfortunately, this CS does not adequately identify major infrastructure items that might hold up significant developments if they did not come forward at the right time.
38. I am particularly concerned about infrastructure evidence aspects of strategic allocations (policies CS13 to CS16). It would seem that the developments themselves will fund much of the infrastructure costs, yet I am not confident that there is an up-to-date

economic viability assessment (residual land value calculation) that would give me any comfort that this funding source is a realistic one (4.9 of PPS12).

39. Documents GEN4.1 and GEN4.2 on face value are a Study of the economic viability of the strategic site allocations. But the Study clearly states that it is a work in progress and that further details are required (e.g., on transportation matters) before it can be finalised (see paragraph 1.4). Moreover, the Study appears to be based upon values prepared in 2006 and 2008, and on development options (and new homes numbers) which are not now proposed in the CS. I question, therefore, the relevance and weight of these documents.
40. I find the infrastructure requirements for the strategic allocations to be very unclear – I cannot see exactly what is required or when for each site. One illustration of this is various by-passes or distributor or link roads that are to be provided as part of all the strategic allocations, along with the other transport infrastructure requirements in the plan area. When and how?
41. My preliminary view is that the CS should contain details of specific projects necessary for the implementation of its strategy (which it seems to do for the first five years) and for each proposal (which it does not do). My task is to examine the soundness of the submitted CS and not the supporting evidence, and my recommendations are binding only in relation to the content of the CS. But irrespective of where the necessary information is set out, I am concerned about the adequacy of evidence on infrastructure and the absence of policies/proposals in the CS which advance infrastructure delivery. At this stage I consider that the CS inadequately addresses infrastructure planning.

#### **The CS's monitoring arrangements**

42. PPS12 paragraph 4.47 sets out the requirements for monitoring and states: "*The delivery strategy should contain clear targets or measurable outcomes to assist this process.*" The CS in Appendix A5 has very broad brush indicators and targets for each policy, linked to the relevant Strategic Objective. I consider that more precise indicators/targets will be required for each policy, where possible. The following minimum information should be provided in respect of each policy; principal means of implementation, responsibility for implementation, timescale, resource implications, phasing, and targets and indicators.

#### **Missing policy**

43. I cannot find any policy for Gypsy, Travellers and Travelling Showpeople in the CS. The RS has relevant policies and there is submitted evidence (Documents H9 to H11). Have I missed it?

#### **Future Examination of the CS**

44. In addition to the above, a range of more detailed issues on the CS and its policies would also need to be addressed if the Examination was to proceed.

David Vickery: April 2011

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Mr David Vickery  
c/o Louise St John Howe  
PO Services  
PO Box 10965  
Sudbury  
Suffolk  
CO10 3BF

6<sup>th</sup> May 2011

Dear Mr Vickery,

1. I refer to your letter of 15<sup>th</sup> April 2011 advising of the Exploratory Meeting to be held on 18<sup>th</sup> May. On behalf of the Joint Technical Unit, I thank you for the opportunity to respond to the significant concerns that you have identified relating to the soundness of the Luton and southern Central Bedfordshire Core Strategy.
2. As you have appreciated during the course of our previous correspondence<sup>1</sup> my authority to respond derives from a delegated authority given to me by the Luton and South Bedfordshire Joint Committee<sup>2</sup> and not from its constituent Councils. That delegated authority allows me to make only “minor changes” to the Core Strategy. It would be fair to say that most actions necessary to address your concerns would go further than that. However, you have helpfully stated in your letter that:  
  
*“It may be that some particular decisions of principle will have to wait until after the EM so that the two Councils’ Joint Committee can decide them.”*
3. Therefore I will highlight those matters where I will require a decision of the Joint Committee before I may confirm the necessary actions. It would in consequence be helpful if during the EM itself you were able to outline the subsequent procedure that would be followed for receiving the views of the Joint Committee, as reappointed, and for taking them into account when making your decision.
4. The remaining part of this letter addresses the concerns set out in Annexe 1 of your letter in the order given.

### Introduction

5. It is my view, based on the detailed response I set out in the remainder of this letter, that there will be a need to defer the start of the Hearings to enable the Joint Committee to suggest alterations to the Core Strategy. There will also be a

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<sup>1</sup> Letters and documents 1 – 17: <http://www.shapeyourfuture.org.uk/ExploratoryMeeting.html>

<sup>2</sup> A S.29 body under The Luton and South Bedfordshire Joint Committee Order 2007

need, in some part due to the delay caused by a deferral, to amend and update parts of the evidence base.

6. It is my estimate<sup>3</sup> that it will require a deferral of between three to six months to undertake these alterations and updates depending upon the decisions taken by the Joint Committee on key items of concern.
7. A meeting of the Joint Committee will be arranged as soon as possible after this EM. The calendar of meetings for the JC are as follows:

24 June (Dunstable)  
29 July (Luton)  
4 November (Dunstable)  
2 December (Luton)  
3 February 2012 (Dunstable)  
30 March (Luton) (last meeting of the L&SB Joint Committee)

8. It will be my intention to present the note of the EM as produced together with my recommendations to the earliest practical meeting of the Joint Committee. This will include a recommendation to alter the delegated authority arrangements to deal with a broad range of potential changes to speed up the process of decision making in the future.
9. In preparing the Core Strategy, the Joint Technical Unit has addressed directly the guidance set out in paragraph 4.1 of Planning Policy Statement 12 which states:

*“Every local planning authority should produce a core strategy which includes:*

*(1) an overall vision which sets out how the area and the places within it should develop;*

*(2) strategic objectives for the area focussing on the key issues to be addressed;*

*(3) a delivery strategy for achieving these objectives. This should set out how much development is intended to happen where, when, and by what means it will be delivered. Locations for strategic development should be indicated on a key diagram; and*

*(4) clear arrangements for managing and monitoring the delivery of the strategy.*

10. It is within this context that the key questions that follow are considered.

### **Is the CS legally in ‘general conformity’ with the Regional Strategy?**

11. The current Regional Strategy for the Luton and South Bedfordshire Joint Committee area is the East of England Plan 2001 - 2021, published in May 2008 (BD8). This Plan is complemented by the earlier Milton Keynes South Midlands Sub-regional Strategy 2005 (BD7) from which the East of England Plan draws policies relevant to this area.

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<sup>3</sup> See Appendix A for details

12. The Luton and south Central Bedfordshire Core Strategy was agreed by the Joint Committee and then published as a pre-submission document in November 2010. At the time, the Regional Strategy had been revoked by a letter from the Chief Planner at the Communities and Local Government office to all Authorities on 6<sup>th</sup> July 2010. The regional planning support framework was subsequently dismantled and the remaining regional planning staff at the East of England Regional Assembly and the Government Office for the East of England left on 31<sup>st</sup> March this year.
13. By the time the Core Strategy was submitted on 8th March 2011, a series of legal challenges to this decision resulted in the Secretary of State conceding that the Regional Strategies remained in place. Therefore as the legal position presently stands, the Core Strategy must be “in general conformity” with the Regional Strategy by reason of Section 24(1) of the Planning and Compulsory Purchase Act 2004.
14. It is the generally settled opinion that the Government have made their intentions clear: Regional Strategies will be revoked through the enactment of the Localism Bill, currently making its way through Parliament, and through compliance with the relevant procedures. In a more recent development, the Government have made it plain also that it expects local planning authorities to progress their plan-making swiftly in the interests of returning the Country to economic growth.<sup>4</sup>
15. This has placed all the participants in the process of plan-making on the horns of a dilemma: speed versus adapting to changing Government policy.
16. All regional planning work on the replacement to the East of England Plan ceased in April 2010. However, I consider that it would be helpful to the Exploratory Meeting if a view is expressed by the former Head of Planning for the former East of England Assembly<sup>5</sup> on where this leaves the Core Strategy in its relationship with the Regional Strategy. This letter is attached and provides useful context for the remainder of my letter.
17. The Core Strategy had its origins in a Regional Strategy that was written in better economic times and that is now out of date in terms of its assumptions about future public investment in infrastructure. The Core Strategy has had to adapt quickly to a situation where no regional planning process currently exists which would have allowed the Regional Strategy itself to be adapted to difficult public investment circumstances.
18. The Joint Committee therefore authorised such an “adaptation” by reducing the time period for which the Core Strategy plans and by limiting its ambitions for growth during the Summer of 2010.
19. Therefore, whilst I agree that the Core Strategy as written does not correctly reflect the legal position of the Regional Strategy as we find it today, it could not have done so as it was written at a time after support for regional planning was withdrawn but before the Regional Strategy as a legal document was “re-instated.”

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<sup>4</sup> Appendix B - Letter from the Chief Planner; “Planning for Growth” CLG 31<sup>st</sup> March 2011

<sup>5</sup> Appendix C – Letter from Adrian Cannard, Head of Planning EERA 2006 – 2010.

20. Today in those circumstances, the current options are:
- To withdraw the Core Strategy.
  - To defer its consideration until the Localism Bill is enacted and the revocation of the RS through required procedures are completed.
  - To explain how much “in general conformity” with the RS the Plan actually is in any case.
  - To argue that the Regional Strategy is out of date in its policy context and content. However, if the process of approving the Core Strategy in this manner takes a substantial amount of time, option 2 will occur by default.
21. The Joint Committee has not had an opportunity to consider the content of the Core Strategy in the light of the current legal position of the Regional Strategy. Any alteration to the document will therefore require a decision from the Joint Committee on how it wishes to proceed.
22. Turning to your specific concerns, there is no definition of what “in general conformity” means since the original definition was withdrawn from use.<sup>6</sup> However it is not unreasonable to consider that the Core Strategy is in general conformity with the Regional Strategy unless there are significant inconsistencies between them. You have referred to three issues where, if there were significant inconsistencies, I would agree that the matter of “general conformity” may be so determined: housing numbers, employment provision and timeframe.

#### Housing Numbers

23. This letter is accompanied by Background Paper No. 1 – Housing Numbers, which explains the reasoning behind the numbers included within the Core Strategy.
24. In summary, the evidence for the local growth/need calculations is from the locally produced forecasts. The justification is that it is a more cautious but nevertheless realistic approach to providing for growth, at a time when rapid changes in government policy requires caution. However, the Core Strategy allows for a step change in housing to be provided should better economic times emerge over the next 15 years and if commensurate public and private investment increases.

#### Employment Provision

25. Background Paper No. 2 – Employment explains the reasoning behind the decisions made on employment land provision.
26. The revised calculation for employment land provision is based upon a particular method of balancing housing growth with jobs and then translating that into the necessary land allocations. The principal source is the evidence document EC2.

#### Timeframe: Regional Strategy v Core Strategy.

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<sup>6</sup> Contained within the superseded Planning Policy Statement 12; 2004; CLG.

27. The origins of a re-consideration of the timeframe for the Core Strategy being reduced from 20 to 15 years lies in the peer review undertaken by Mr. Roy Foster of the Planning Inspectorate in a note following two advisory visits in January 2009.<sup>7</sup> In commenting on the difficulties that the Core Strategy may face if it were to prove that the then promoted East of Luton urban extension could not come forward, then it was suggested that a 15 year timeframe could be explored.
28. In November 2009, support for the East of Luton urban extension was withdrawn by Luton Borough Council. The Joint Committee took this into account when considering the content of the Pre-Submission version of the Core Strategy published in November 2010. The East of Luton urban extension as originally proposed was withdrawn.
29. However, two additional factors were emerging prior to publication of the Core Strategy: the extent to which the Core Strategy was predicated upon substantial infrastructure and the funding that was likely to be available. In the Regional context, both are explained within the letter previously referred to and included in Appendix C.
30. The Joint Technical Unit assisted the then Local Delivery Vehicle (Luton Gateway) in producing a Study of the infrastructure that would be associated with the growth proposals of the Core Strategy (GEN 1.1 & 1.2). This set out the scale of the strategic infrastructure that would be associated with the growth and did so using a “worst case” approach that would underscore the scale of the funding sourcing that was going to be required.
31. This was, in part, the testing process required by the Regional Strategy to consider the scale of growth that could be achieved in the period 2021 to 2031. Mr Cannard’s letter makes it clear that if the review of the Regional Strategy had continued beyond April 2010, it would have made this even plainer. Indeed Mr Cannard goes further and explains how Government Policy towards the funding of infrastructure and the ambitions of the Regional Strategy were and still are closely interlinked.
32. The Joint Committee decided during the Summer of 2010 that a reduction in the time period of the plan from 20 years to 15 years would be a realistic compromise between the uncertainty of the funding of infrastructure from both public and private sources and the need to provide reasonable certainty about delivering housing for the 15 year period also expected by Government Planning Policy.<sup>8</sup>

**Are the Proposals Map changes and Key Diagram clear and legal?**

33. The JTU’s understanding of the Inspectorate’s advice is the same as that expressed by yourself. The JTU is currently seeking its own legal advice in the light of Mr. Peter Village’s Legal Opinion. This will be available for the Exploratory Meeting. In the meantime, the opinion of the JTU is included within Background Paper 3: The Proposals Map and Key Diagram.

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<sup>7</sup> Appendix D - PINS Advisory Visit – Note following visits 13 & 19 January 2009

<sup>8</sup> Planning Policy Statement 3 – Housing 2010; paragraphs 34 & 53

34. In respect of your practical concerns, I agree that there are a number of explanations and some amendments to the Key Diagram and the Proposal Map Amendments that would aid clarity. These are set out in Background Paper 3 – The Proposal Map and Key Diagram. Any further alterations necessary in the light of the discussions at the Exploratory Meeting and subsequent decisions by the Joint Committee, will also be made.

#### **Consultation procedures – legal compliance**

35. I note the Legal Opinion of Mr. Peter Village about the legality of the consultation procedures. Mr. Village does not mention the impact that the Town and Country Planning (Local Development) (England) (Amendment) Regulations 2008 had on consultation procedures. Essentially this changed the process to the extent that relevant parts of the December 2007 SCI upon which which Mr. Village relies became redundant.
36. I have sought Counsel Opinion on the impact that those changes have had and the degree to which the Joint Committee have conducted consultations in a manner which allowed representations on alternative sites to be made. This will be available for the Exploratory Meeting. In the meantime, the opinion of the JTU is included within Background Paper 4: The Statement of Community Involvement.
37. The manner in which consultations have been conducted is set out in the submission documents (JCS3). The opportunities for engagement by Mr Village's clients and others were continuous throughout the period from 2007 to 2011. These included specific consultations from June to October 2007; from April to June 2009 and from November to January 2010/11. Representations have been made by many for alternative sites. I am unaware of any further alternative sites being put forward. I am of the view that no party was prejudiced by the process followed.
38. I disagree that there is a need for a specific consultation on alternative sites. Nevertheless, should the Joint Committee consider that further consultation is required for other reasons associated with the need for substantial changes to the Core Strategy, then this would provide the opportunity for further representations to be made and thus deal with Mr. Village's point.

#### **Is the CS effective?**

39. I consider that the Vision and Strategic Objectives are sufficiently clear from which to derive appropriate policies. However a critical analysis of a more detailed kind than included within the self assessment conducted using the PAS Toolkit (JCS8) has been undertaken. This is Background Paper 5 – Addendum to PAS Self Assessment.

#### Vision and Strategic Objectives

40. The Vision is derived directly from the two Sustainable Community Strategies of its constituent Councils and is referenced as such within the Vision section of the Core Strategy. The vision refers to specific geographical areas within the Luton and south Central Bedfordshire area and recognises the importance of the Luton and Dunstable conurbation.

41. The Strategic Objectives flow directly from this Vision. In their degree of precision and in their content, they clearly direct the shape of the policies to come.
42. However, there is other material throughout the Core Strategy that can be cross-referenced with the Strategic Objectives; including those which show how the key issues and trends result in rather than justify these Objectives. If a re-ordering of the information within the Core Strategy document would assist in the understanding of those relationships, this can be undertaken.

#### Policy effectiveness

43. Background Paper 5 draws from an internal audit conducted in the light of your comments which takes each policy in turn and assesses the degree to which the “what, where, when and how” questions are answered. In respect of your specific examples, the following paragraphs are drawn from the assessment.

#### Critical questions

44. I agree that the position of **Sundon Quarry** within the Core Strategy could be made clearer. The justification for identifying the area either as broad strategic location or as a specific allocation within the Core Strategy is the unique location and combination of circumstances which suggest that a Rail Freight Interchange is an opportunity not to be missed. The reason for the uncertain language within the Core Strategy has been that it is not been definite that the promoter of the site is ready to commit to its implementation in the light of other RFI proposals in the surrounding regions or to the necessary infrastructure to allow the RFI to operate effectively.
45. I have re-examined the representation to the Pre-Submission Core Strategy made by the promoter of Sundon Quarry and I consider that there is sufficient support by them to consider Sundon Quarry as a new strategic allocation specific to its potential use as an RFI. Certain questions remain to be resolved such as the fact that it will be dependent upon the new Junction 11a and a new access from the M1 to Sundon Road. These can be explored with the promoter further.
46. This potential change to the Core Strategy will require a decision from the Joint Committee. Should the allocation (and the necessary Green Belt alterations that may be required) be agreed as a way forward, there will be a requirement to amend the Core Strategy document accordingly, update the Sustainability Appraisal and conduct further consultations. The potential timetable is included in Appendix A.
47. The development to the **North of Luton** has been associated from the beginning with the achievement of the strategic east-west transport route that would link the A5 north of Dunstable via the M1, the M1 to the A6 and eventually from the A6 to the A505. However it is known that the cost of the section between the M1 and the A505 would far exceed any reasonable contribution from the private sector and would be reliant upon significant public investment. Therefore the question that the Core Strategy seeks to answer is; what is the minimum requirement for strategic road infrastructure that is required to allow the North Luton

development to proceed with the minimum of disruption to the existing traffic conditions in the area.

48. It is, ultimately, a question of timing. The Core Strategy is constructed to allocate the land to provide long term certainty of the direction of growth. But at the same time it seeks to place the commencement of the development towards the middle of the plan period to offer the best possible opportunity for that necessary infrastructure to be committed in place at the appropriate time.
49. Later in responding to your concerns over the highway evidence it will be shown that strategic road infrastructure has been at the centre of decision making about the content of the Core Strategy.
50. It is considered that an allocation to the North of Luton provides reasonable certainty to the development industry and local interests in the medium term. If it is considered that there is no pressing need to allocate the site at this stage, in the light of the Core Strategy's intention that it will not deliver dwellings until 2019, then it will be necessary to lay the alternative "broad location" option and its consequences and risks before the Joint Committee for consideration. This would be a decision for the Joint Committee to make. I would in these circumstances agree that a future Area Action Plan would be an appropriate DPD mechanism. There would remain a need to consider the relationship between this site and Sundon Quarry in respect of delivering the necessary access from the M1 to the A6 and this will require further discussion with all relevant parties.
51. In respect of the **Luton Town Football Club Stadium**, whilst this is a matter of significant interest within Luton and surrounding area, other strategic elements of the Core Strategy are not dependent upon its implementation. In my view the retention of the saved policy is sufficient and the Core Strategy does not need to include it within Policy CS7. However, there are a number of representations, including that of Luton Borough Council itself, that would wish an alternative location to be explored. The only alternative promoted within the Plan is that made by the promoter of the alternative urban extension to the West of Luton. Therefore the inclusion of the LTFC Stadium within the Core Strategy as a strategic allocation, broad location or not at all will be a matter for the Joint Committee to decide.
52. In respect of the **strategic allocation policies** within the Core Strategy, Background Paper 5: Addendum to the PAS Self-Assessment includes tables for each of the Strategic Site Specific Allocations to show in summary the information available either from within the evidence base or from work that has been undertaken with the principal landowners/developers of each SSSA. From this a list of potential changes to the Core Strategy has been suggested should it be concluded that more detail is necessary.
53. From this work, three conclusions can be drawn. In respect of the East of Leighton Linlade SSSA a draft Master Plan to a significantly complete extent already exists. If agreed by the Joint Committee, it can be used for the purposes of providing the details for the Core Strategy.
54. In respect of the North of Houghton Regis SSSA, significant progress on preparing a Framework Plan has been made and much of the information on



strategic infrastructure, main land uses, viability and social and community requirements already exists within the evidence base. It is also known that the relevant landowners/developers are advanced in knowledge about the constraints and opportunities of their sites. It would be possible therefore to provide the detail indicated within a reasonable time period.

55. In respect of the North Luton SSSA, again much information is contained within the evidence base and can be drawn into the Core Strategy more explicitly. However, there has been less discussion with the landowners/developers of the site than at other SSSAs and no jointly agreed Framework or Master Plan is in progress that would deliver the level of detail suggested. Nevertheless, it would be possible to engage further with the main landowners/developers of the site to provide the detail indicated within a reasonable time period.
56. However, if this site is altered to be a broad location of growth rather than an allocation, then it can be expected that the amount of information that can be obtained from that source will be less than ideal. As indicated elsewhere, a decision on whether the site is promoted as an allocation or a broad location of growth will need to be made by the Joint Committee.
57. In respect of the town centre policies CS19 and CS21, Background Paper 5 suggests that a review of these policies is undertaken.

#### Delivery and implementation effectiveness

58. The statutory basis for the Joint Committee does not allow it to compile a Local Development Scheme beyond its end point of 31<sup>st</sup> March 2012. However, there is no reason why separate LDSs could not be prepared by each of the constituent Councils. Therefore a schedule of proposed development plan documents has been prepared and is included in Appendix E. This can be discussed with, and then presented to, both Councils in due course.
59. I have noted your doubts about the delivery of policies by Luton Borough Council in the light of its representations to the Core Strategy. I have referred the matter to that Authority but I do not expect a response before the Exploratory Meeting. Any response will be relayed to you when received.
60. In response to your similar concern about the employment area at East of London Luton Airport, part of which includes land in North Hertfordshire, Background Paper 11: Delivery of an Improved East of London Luton Airport has been attached.
61. In summary, whilst North Hertfordshire were not part of the Joint Committee arrangements, they have nevertheless maintained contacts with the Joint Committee (attending both the Joint Committee itself and the Members Steering Group meeting) and are fully aware of the recommendations being made. The delineation of the boundary of the East of London Luton Airport employment area as an extension to the Century Park proposals was constructed with the close co-operation of officers from both North Hertfordshire and the Joint Technical Unit.
62. North Hertfordshire District Council's Local Development Scheme 2011 refers to this area as a potential allocation within their Land Allocations DPD. Whilst it is

generally settled opinion that North Hertfordshire is antipathetic to development within this area, it is a matter that will require testing within one Core Strategy or another as a direct result of Policy 2(a) of the MKSMSRS. I consider that the best method for delivering this potential allocation is to test its appropriateness within this Core Strategy which will then, if you consider that the case has been made, trigger its allocation as North Hertfordshire District Council suggests within its own LDS.

63. If this is not possible, it will be necessary for the Joint Committee to consider changes to the Core Strategy that will allow the recommendation to be dropped. It will then fall to Luton Borough Council to pursue the matter through its own representations to the North Hertfordshire Core Strategy. It can reasonably be expected however that this pursuit will be in a context where the Regional Strategy that promoted the area as an area of search will have been revoked.
64. In respect of the details of the East of London Luton Airport recommendation, the Key Diagram can be amended to make it clear that it is advisory only. The accompanying detailed Map is clearly labelled as a recommendation to North Hertfordshire District Council and not as an amendment to the Proposals Map. However, if this proves to be a cause for confusion, the Map can be re-located to an Appendix within the Core Strategy and the indication on the Key Diagram removed. Background Paper 11 includes further information about the access arrangements and discussions with the potential developer.
65. Background Paper 6 – Contingency Planning includes detailed information drawn from the evidence of the critical<sup>9</sup> infrastructure that will be required. It includes an assessment of what would happen if the individual projects were cancelled or delayed.
66. For many of the critical infrastructure projects, there is no alternative. It is a fundamental principle of the Core Strategy that if the critical infrastructure is not provided, the growth cannot be accommodated in the manner envisaged. In my view, the changes necessary to accommodate the loss or significant delay to many of the critical infrastructure projects would be a substantially different Core Strategy. As Mr Cannard states in his letter, in the context of the work that was suspended on the replacement East of England Regional Strategy:  
  
*“It follows that issues of non-delivery of the above [in the letter] strategic infrastructure would have triggered a re-examination of the allocations.”*
67. In respect of the strategic allocations these are substantial in size and it is not possible to provide “contingency sites” in the same manner as might be possible for much smaller allocations without substantially changing, both metaphorically and on the ground, the direction of the Core Strategy. The Core Strategy therefore provides a set of possible contingency scenarios instead within the Contingency Plan section.

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<sup>9</sup> The Core Strategy defines the meaning of “critical” or “essential” rather than “vital” infrastructure. The meaning of “vital” will need to be defined if it is to be used as an alternative category.

### **Whether the CS justifies the proposed development and proposals**

68. The evidence submitted with the Core Strategy includes details of the physical, social and green infrastructure needed. The principal sources of information can be found in numerous documents.<sup>10</sup>

#### Green Belt

69. Background Paper 7: Green Belt provides a detailed explanation of how sufficient land has been safeguarded to meet longer term development needs.

#### Strategic Flood Risk Assessment

70. The Level 2 Assessment of Strategic Flood Risk has not been completed. Background Paper 8 includes an assessment of the need for and programme for its completion. The conclusion is that a Level 2 SFRA is not required on the basis that it is considered more appropriate to integrate the output of such highly detailed information within the subsequent master planning process.

#### Housing Trajectory

71. The Housing Trajectory will be included within a new Appendix to the Core Strategy. The 2010/11 monitoring figures will be available by September 2011.

#### Housing numbers,

72. The update to the SHLAA has been commenced and it is anticipated that this will not be completed until September. Further explanation of the derivation of the housing numbers is included in Background Paper 1a.

#### Highway evidence

73. Background Paper 9 – The Strategic Transport Infrastructure provides details of each of the strategic highways projects and presages the work to be submitted on transport modelling. Further information can be found in Background Paper 3: Proposals Map and Key Diagram. I consider that the bypass routes are reasonably firm. I consider that the level of detail shown in the Proposals Map Amendments is sufficient to show their strategic importance. Nevertheless, there is sufficient information about these bypasses and junctions to include them within the Proposals Map Amendments if necessary.

#### Infrastructure

74. The evidence provided does include detailed information on the provision of infrastructure associated with the Core Strategy over the whole of the 15 year period of the plan. It breaks down the information by growth location, phasing, cost and timescale. It is based on a sophisticated Infrastructure Model which can be interrogated in many ways and can produce tables of information in any manner that is considered appropriate. An example of what can be done is

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<sup>10</sup> See in particular ENV4, ENV5, GEN1.1, GEN1.2, GEN3, GEN6, GEN7, GEN8

included in Background Paper 10 – Delivering and Funding the Core Strategy in the form of a potential replacement to Table 4.1 of the Core Strategy. I would welcome a discussion at the Exploratory meeting on what are the reasonable expectations for the layout of the information within the Core Strategy document itself.

75. Table 4.1, the Infrastructure Schedule, included within the Core Strategy is a simplified version of the information contained within the Infrastructure Delivery Plan & Funding Study (IDP&FS: GEN1.1/1.2). It contains information about the first five years of the Core Strategy as recommended by the Planning Inspectorate.<sup>11</sup>
76. The Funding Gap identified by the Core Strategy on page 53 for the first five years is stated in the text to be £28 Million taking into account the estimated developer contributions that could reasonably be collected. For details of how funding for this could be found lies in Chapter 11 of the IDP&FS. However, I consider that the question of how a funding gap can be filled, even if the amount can be pinned down for more than a short period of time, cannot be answered in a period of economic uncertainty and public finance constraints. What underpins the Core Strategy is an Infrastructure Model that can be kept up to date and provide a method for tracking the gap and assisting in the search for specific solutions to individual barriers to growth.
77. Nevertheless, Background Paper 10 includes details of a number of initiatives towards dealing with the funding requirements of specific infrastructure projects and specific growth locations as far as is known at this time.
78. The IDP&FS was itself part of a continuous approach towards updating previous viability studies. That approach also included discussions with landowners and developers and internal assessments. But this will always, by necessity, be a work in progress and will require continuous updating throughout the period of the Core Strategy. It is possible to provide a more up to date assessment of the viability of the strategic site allocations but that in turn will date very quickly depending upon the rate of improvement in the economy, the financial position of each potential developer, changes in costs and the current funding position of the public sector. If another snapshot of this position via an updated Viability Assessment for the Core Strategy as a whole is considered to be essential, it will be necessary to defer the Hearing for this to be produced. This will be a decision for the Joint Committee.

#### **The CS's monitoring arrangements**

79. Appendix F sets out a proposal for the construction of a more comprehensive Monitoring Section of the Core Strategy.

#### **Missing policy**

80. Appendix G sets out the options for a proposed Gypsy and Traveller Policy or approach. The JTU would welcome views from participants in the EM.

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<sup>11</sup> See paragraphs 22 - 26 and associated inset box within  
[http://www.planningportal.gov.uk/uploads/pins/ldf\\_learning\\_experience\\_sept2009.pdf](http://www.planningportal.gov.uk/uploads/pins/ldf_learning_experience_sept2009.pdf)

**Future Examination of the CS**

81. The Joint Technical Unit notes that there are other, as yet un-named, issues.

Yours sincerely,

Lachlan Robertson  
Head of the Joint Technical Unit  
c/o Central Bedfordshire Council  
239 Ampthill Road  
Bedford  
MK42 9BD

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**Appendix A – Programme for Potential Changes to the Core Strategy and Updating Evidence**

<b>Action</b>	<b>Start Date</b>	<b>Completion Date</b>
Presentation of EM Note to Joint Committee	24 <sup>th</sup> June 2011	24 <sup>th</sup> June 2011
Delegated Authority Amendments by Joint Committee	24 <sup>th</sup> June 2011	24 <sup>th</sup> June 2011
Consideration by the Joint Committee of current Regional Strategy position and its Implications on timing of the Core Strategy	24 <sup>th</sup> June 2011	24 <sup>th</sup> June 2011 or end March 2012 depending on decision taken
Alterations to the Proposals Maps and Key Diagram: Joint Committee	24 <sup>th</sup> June 2011	29 <sup>th</sup> July 2011
Alterations to Policies and text in the Core Strategy: Joint Committee.	24 <sup>th</sup> June 2011	End October 2011
Report to Joint Committee on need for Authority specific LDS	24 <sup>th</sup> June 2011	Up to end October 2011
Consideration by Joint Committee of East of London Luton Airport position.	24 <sup>th</sup> June 2011	24 <sup>th</sup> June 2011
Commissioning of new Viability Evidence. Joint Committee decision	24 <sup>th</sup> June 2011	Up to end October 2011 for receipt of completed study.
Discussions with SSSA Developers/landowners for further information gathering	18 <sup>th</sup> May 2011	Up to end November 2011.
SHLAA updating	In progress	End September 2011
Discussions with service providers for update to IDP&FS	In progress	Up to end November 2011

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**Appendix B – Planning for Growth Letter 31/3/11**



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31 March 2011

The Chief Planning Officer  
Local planning authorities in England

Dear colleague

**PLANNING FOR GROWTH**

I am writing to draw your attention to the important announcements made in support of last week's Budget. The Growth Review contains ambitious proposals for further planning reform, to ensure that planning supports the sustainable development that we need as the country emerges from recession. A useful summary of the announcements can be found at:

<http://www.communities.gov.uk/newsstories/planningandbuilding/1872022> which you may find helpful for wider briefing.

These objectives need to inform the decisions that local planning authorities are taking now – through plan production as well as development management. The Minister for Decentralisation issued a Written Ministerial Statement on 23 March (**Annex A** to this letter) to emphasise this point and this statement is capable of being regarded as a material planning consideration. Your attention is drawn especially to the weight that the Secretary of State will give to this statement in cases that come before him for decision. I have also attached on **Annex B** further advice on planning obligations. I last wrote to you in May 2009 on this issue and in the light of the written Ministerial Statement take this opportunity to bring this advice up to date.

The Growth Review also announced important changes relating to previously-developed land and buildings. The Government will, through the National Planning Policy Framework, localise choice about the use of previously developed land by removing the national target for the amount of housing development that should take place on previously developed land (the 'Brownfield target').

Finally we will also begin consultation very shortly on the Government's proposals to change the Use Classes Order so that it is easier to convert vacant commercial premises to housing.

A handwritten signature in black ink, appearing to read "Steve Quartermain", with a long horizontal flourish extending to the right.

**STEVE QUARTERMAIN**  
*Chief Planner*

Steve Quartermain, Chief Planner  
Department for Communities and Local Government  
Zone 1/J2 Eland House  
Bressenden Place  
London SW1E 5DU

**Annex A Written Ministerial Statement: Planning for Growth (23 March 2011)**

**The Minister of State for Decentralisation (Mr. Greg Clark):**

The Chancellor of the Exchequer has today issued a call to action on growth, publishing an ambitious set of proposals to help rebuild Britain's economy. The planning system has a key role to play in this, by ensuring that the sustainable development needed to support economic growth is able to proceed as easily as possible. We will work quickly to reform the planning system to achieve this, but the Government recognises that many of these actions will take some months to deliver, and that there is a pressing need to ensure that the planning system does everything it can to help secure a swift return to economic growth. This statement therefore sets out the steps the Government expects local planning authorities to take with immediate effect.

The Government's top priority in reforming the planning system is to promote sustainable economic growth and jobs. Government's clear expectation is that the answer to development and growth should wherever possible be 'yes', except where this would compromise the key sustainable development principles set out in national planning policy.

The Chancellor has today set out further detail on our commitment to introduce a strong presumption in favour of sustainable development in the forthcoming National Planning Policy Framework, which will expect local planning authorities to plan positively for new development; to deal promptly and favourably with applications that comply with up-to-date plans and national planning policies; and wherever possible to approve applications where plans are absent, out of date, silent or indeterminate.

Local planning authorities should therefore press ahead without delay in preparing up-to-date development plans, and should use that opportunity to be proactive in driving and supporting the growth that this country needs. They should make every effort to identify and meet the housing, business and other development needs of their areas, and respond positively to wider opportunities for growth, taking full account of relevant economic signals such as land prices. Authorities should work together to ensure that needs and opportunities that extend beyond (or cannot be met within) their own boundaries are identified and accommodated in a sustainable way, such as housing market requirements that cover a number of areas, and the strategic infrastructure necessary to support growth.

When deciding whether to grant planning permission, local planning authorities should support enterprise and facilitate housing, economic and other forms of sustainable development. Where relevant - and consistent with their statutory obligations - they should therefore:

- (i) consider fully the importance of national planning policies aimed at fostering economic growth and employment, given the need to ensure a return to robust growth after the recent recession;
- (ii) take into account the need to maintain a flexible and responsive supply of land for key sectors, including housing;
- (iii) consider the range of likely economic, environmental and social benefits of proposals; including long term or indirect benefits such as increased consumer choice, more viable

communities and more robust local economies (which may, where relevant, include matters such as job creation and business productivity);

(iv) be sensitive to the fact that local economies are subject to change and so take a positive approach to development where new economic data suggest that prior assessments of needs are no longer up-to-date;

(v) ensure that they do not impose unnecessary burdens on development.

In determining planning applications, local planning authorities are obliged to have regard to all relevant considerations. They should ensure that they give appropriate weight to the need to support economic recovery, that applications that secure sustainable growth are treated favourably (consistent with policy in PPS4), and that they can give clear reasons for their decisions.

To further ensure that development can go ahead, all local authorities should reconsider, at developers' request, existing section 106 agreements that currently render schemes unviable, and where possible modify those obligations to allow development to proceed; provided this continues to ensure that the development remains acceptable in planning terms.

The Secretary of State for Communities and Local Government will take the principles in this statement into account when determining applications that come before him for decision. In particular he will attach significant weight to the need to secure economic growth and employment.

Benefits to the economy should, where relevant, be an important consideration when other development-related consents are being determined, including heritage, environmental, energy and transport consents. The Secretary of State for Culture, Olympics, Media and Sport, the Secretary of State for the Environment, Food and Rural Affairs, the Secretary of State for Energy and Climate Change and the Secretary of State for Transport have consequently agreed that to the extent it accords with the relevant statutory provisions and national policies, decisions on these other consents should place particular weight on the potential economic benefits offered by an application. They will reflect this principle in relevant decisions that come before them and encourage their agencies and non departmental bodies to adopt the same approach for the consents for which those other bodies are directly responsible.

## **Annex B Planning Obligations**

There is a need to ensure that existing planning permissions are built out to help deliver growth and support local economies.

Planning obligations (also known as 'section 106 agreements') are contractual agreements between developers and Local Planning Authorities to deliver what is necessary to make a development acceptable in order to obtain planning consent. Where they are asked to do so, Local Planning Authorities should carefully review planning obligations to ensure that they accord with all the policy tests set out in Circular 5/05. For planning consents for buildings granted after 6 April 2010, the statutory tests set out in Community Infrastructure Levy Regulations 2010 must be met.

Understanding the impact of planning obligations on the viability of development will be an important consideration when obligations are reviewed, particularly where they were reached in different economic circumstances. An appropriate review of obligations, which takes account of local planning priorities, could allow development to proceed on stalled schemes.

The Homes and Communities Agency can provide guidance on best practice (<http://www.homesandcommunities.co.uk/qualityandinnovation>). The HCA is also able to offer advice as a critical friend to local authorities, for example where they may be facing renegotiation of large or complex developments. Where local authorities identify the need for this support as a high local priority, it will be available through the HCA's local teams. The HCA is launching a new Development Appraisal Tool in early April 2011. Local Authorities may find this and other available models to be helpful in considering viability.

The New Homes Bonus will provide a significant additional incentive for Local Authorities to consider development opportunities in their area and ensure stalled proposals come forward for completion. Commencing in April 2011, the New Homes Bonus will match fund for 6 years the additional council tax raised for new homes and long term properties brought back into use, with a premium for affordable homes. The Bonus will sit alongside national planning policy and Local Planning Authorities will continue to be bound by this.

### **Scale back of planning obligations**

For current and future planning obligations negotiations, you will be aware that planning obligations are being scaled back through the Community Infrastructure Levy Regulations 2010. Two key features of the scale back apply to all new planning obligations whether or not CIL is introduced in an area. The first is to impose statutory tests on planning obligations for planning permissions for buildings given after 6 April 2010. Obligations must be:

- necessary to make the development acceptable;
- directly related to the development; and
- fairly and reasonably related in scale and kind to the development.

Second, after 2014, or the adoption of CIL whichever is sooner, Local Authorities will no longer be able to pool more than 5 planning obligations to a single project which could be funded by CIL. This will make S106 tariffs which fund such projects inoperable. The appropriate mechanism for pooled contributions will be the Community Infrastructure Levy, a fairer, more transparent and predictable mechanism where viability is properly assessed at an early stage during preparation of the charging schedule.

### **Transparency**

It is important that planning obligations are made available to the general public to assist in understanding those measures which will address the impact of the development. Article 36 of the Town and Country Planning (Development Management Procedure) (England) Order 2010 requires that a copy of any planning obligation is kept on the planning register (either in paper or electronic form), together with details of any modification or discharge of the obligation.

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## Appendix C – Letter from Adrian Cannard



Chairman: **Robert Gordon**  
Chief Executive: **Caroline Tapster**



Flempton House  
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Lachlan Robertson  
Head of the Joint Technical Unit  
Central Bedfordshire Council  
Priory House  
Monks Walk  
Chicksands  
Shefford  
SG17 5TQ

Please ask for: **Adrian cannard**  
Direct dial: **01284 729443**  
E-Mail: **Adrian.cannard@eelga.gov.uk**  
Our ref: **Correspondence file**  
Your ref:  
Date: **5<sup>th</sup> May 2011**

Dear Lachlan,

### **Luton and South Bedfordshire Submission DPD**

I am writing in response to your request for an opinion on the general conformity of the Submission Plan to the East of England Regional Strategy in respect to the housing growth and plan period to 2026. This is my opinion drawing upon my experience as the Head of Planning for the East of England Regional Assembly from 2006 to 2010 when it ceased operations. It does not represent the opinion of the East of England Local Government Association.

I consider the Submission Plan to be in general conformity with the Regional Strategy, for the reasons set out in this letter.

In terms of annual rates, the East of England Plan ('RSS') Policy H1 requires an annual rate of about 1515 dwellings post 2006 for the Growth Area and Rest of South Bedfordshire. It also states that local authorities should assume that rate continues post 2021. This equates to about 22730 over fifteen years. This is comparable to the Submission Plan proposals for the amount in the period 2011 to 2026. In net terms, there has been recent under-performance against the annual target due to the recession, but this is partly balanced by over-performance earlier in the Plan period. The impact of the recession is significant, and was not anticipated in either the Milton Keynes & South Midlands Sub-Regional Strategy (SRS) or the RSS.

SRS Policy 2(a) states that sufficient areas of safeguarded reserve land should be excluded from the Green Belt to meet needs to 2031, subject to testing through the Local Development Documents. SRS Policy 2(b) then requires, for the purposes of Green Belt Review, land to be safeguarded for 15,400 homes (less an allowance for recycling of urban land post 2021) in the period 2021-2031. This is subject to testing through LDDs and these are regarded as uncommitted planning assumptions purely for the Green Belt Reviews and to be subject to further review. Note that that review commenced with the (now suspended) East of England Plan > 2031 Review.

If the testing process through the LDD preparation has concluded that there are valid reasons why land cannot or should not be safeguarded 2026 to 2031 then it is reasonable to plan up to 2026, and still remain in general conformity. This is reinforced by the East of England Regional Assembly's approach to Green Belt Review as set out in the Draft East of England Plan >2031, paragraph 3.45: *"Where Green Belt boundaries are reviewed, the aim should be to release sufficient land to avoid further review before 2031. Policy H1 sets out the level of development required up to 2031. Development plan documents should test whether this scale of growth will be achievable in the local circumstances and if not, release the maximum area commensurate with sustainable development."*

It will be for the Local Authorities to set out their case as to why it is more appropriate to plan only up to 2026, rather than 2031. I consider two interlinked themes are the provision of strategic infrastructure, and the significant uncertainties created by the change of Government and its proposals to change national planning policy and legislation.

The scale of the recession and subsequent public expenditure cutbacks throw into question the speed at which strategic infrastructure will be delivered. The East of England Regional Assembly already had serious concerns about the delivery of infrastructure across the region, and submitted a strongly worded letter on that topic to the Minister when submitting the Draft East of England Plan > 2031 in March 2010. It is worth repeating an extract of that letter here:

*"You will be aware of the Assembly's long held position that growth must go hand in hand with appropriate increases in infrastructure capacity and suitable revenue support. Frankly, the Assembly has been bitterly disappointed by your Government's inability to deliver on the promises made about infrastructure support for the existing Plan. I recall clearly the assurances of Lord Rooker over infrastructure improvements and growth. We have yet to see much action over these promises. We have seen a Growth Areas Fund that was insufficiently funded, then extended to all regions, and then raided to pay for other Government projects. We have a Regional Funding Allocation that barely scratches at the surface of transport investment needs, and despite a (welcomed) uplift will still fail to deliver sufficient affordable homes in one of the most expensive regions. I could go on. Whilst the Assembly recognises that measures were needed to be taken in response to the recession, Government has to 'get real' about what is needed in the East of England. Without a fundamental rethink in the level of support, growth will be compromised – unthinkable in a region that the Government and 'UK plc' is relying on to help drive us out of the recession.*

*The 'conditionality approach' of the Plan has been strengthened for that very reason. It is essential that there is a robust mechanism to enable intervention if vital infrastructure (which includes revenue funded activities) or behavioural changes do not happen as expected. Without such a mechanism we have little faith that Government Departments and other providers would be sufficiently held to account over promises made. I call upon you to welcome and endorse such an approach."*

This sentiment is backed by existing policy – for example RSS Policy IMP1 describes how implementation of the Plan will be secured through, amongst other things *"high level regional co-ordinating arrangements"*; *"region-wide implementation plan"*; and *"the work of Local Delivery Vehicles and local delivery partnerships"*. Those regional level co-ordinating arrangements have either been suspended or disbanded following the change of Government. The new governance landscape of Local Enterprise Partnerships remains in early stages of development. Although local authorities remain organised in a voluntary association (the East of England Local Government Association), the planning and implementation functions overseen by the Leaders' Board remain suspended. There is a serious risk that the strategic infrastructure will not be sufficiently co-ordinated and delivered as the SRS/RSS envisaged.



Secondly, one of the driving principles of the SRS and RSS was on delivering enhanced growth in specific locations to meet a national priority for significant increases in housing delivery. This is reflected in the levels of housing (and employment) growth for the Submission Plan area being higher than 'locally generated needs' (although these in themselves are relatively high reflecting the demographic profile of Luton in particular). Taking pressure off other parts of the region, and contributing to the overall capacity for the region to continue to accommodate high levels of migration out of London, was predicated on a national Government commitment to focus its support on growth areas. This was reflected in the Ministerial chairing of the MKSM SRS delivery group, identification of Growth Area status, specific Growth Area Grant, Local Delivery Vehicles and influencing the allocation of other funding streams such as the Regional Allocations for housing, transport and economic development.

Given the stated policy intentions of the current Government, with an emphasis on areas meeting their local needs rather than a regional redistribution, in a less directive and more incentivised local approach, there is a high probability that the additional national focus of support on delivery in the Growth Areas will not continue at the same scale (or at all). Any future revision of strategic policy (whether through the current planning system or a replacement one) may well come to different conclusions about capacity to deliver growth in the context of that national policy approach. Whilst this latter point is a debate for the future, the potential undermining of part of the policy rationale for the scale of accelerated, focussed growth set out in the SRS/RSS suggests a degree of caution is required in longer-term planning, especially involving removal of land from the Green Belt.

With the issue of delivery of strategic infrastructure, and a review of the indicative figures suspended pending a potential change in legislation, it is consistent with the policies of the RSS/SRS that an approach of planning up to 2026 can be taken, and remain in general conformity. There may be other reasons why it is not advisable to make the additional provision, such as lack of suitable sustainable sites, which would be a local issue I have not addressed here.

### **East of England Plan > 2031**

The review of the indicative allocations referred to above commenced with the review of the RSS. The East of England Plan > 2031 had progressed from an issues/options stage to submission of a Draft Plan to the Secretary of State in March 2010. The next stage in the process would have been a public consultation leading to an Examination, but the review was suspended following the change in Government in May 2010. As such, the Draft East of England Plan > 2031 does not carry significant weight in planning decisions. It is, however, a record of an agreed position reached by the East of England Regional Assembly (the regional planning body at that time) following consultation on issues/options. The draft proposals for growth in Central Bedfordshire/Luton up to 2031 are particularly of interest to the above discussion. The housing rate proposed for the Growth Area is an annual average of 1590, slightly more than the residual rate in the East of England Plan, but broadly in line with SRS indicative figures. No major upward or downward revision of overall allocation was proposed. However, crucially, this growth was to be linked to delivery of strategic infrastructure (my emphasis):

Proposed Policy B3 extract: *"...delivering 31,700 dwellings required by 2031 in the Growth Area subject to the completion of strategic infrastructure provision as set out in table 1 or other solutions delivering sustainable development outcomes"*.

### **Table 1. Strategic infrastructure requirements**

*Luton Eastern bypass between Airport Way and the A505*  
*Luton Northern bypass linking the M1 with the A5*  
*M1 motorway widening*  
*M1 motorway Junction 10A improvements*  
*M1 motorway Junction 10A improvements*  
*Relocation of Luton Town FC to a location near to M1 motorway Junction 10A*  
*Strategic employment site at Junction 11*  
*Luton-Dunstable busway*  
*Completion of Luton town centre orbital road*  
*Enhanced cross-modal transport interchange at Luton Central railway station*  
*Proposals to improve Luton Central railway station*  
*Three strategic park and ride schemes (with a fourth being desirable) together with improved public transport services using bus priority measures*

It follows that issues of non-delivery of the above strategic infrastructure would have triggered a re-examination of the allocations.

### **Conclusion**

To summarise, the SRS and RSS set out firm housing allocations to 2021, and indicative allocations to 2031. Those indicative allocations have to be tested at the LDD level and are subject to further (regional strategy) review. The high levels of growth set by the SRS and RSS for the Submission Plan area are co-dependent on focused support, particularly for the provision of infrastructure and support for the local economy. There are now significant issues over the future speed/scale of delivery of infrastructure, the severity of the recession, a changing national planning policy emphasis towards 'local' growth, and the stalled review of regional policy. Those issues give sufficient ground to be concerned about making proposals to 2031 based on the indicative figures in the SRS / RSS. I consider that, in this context, it is in general conformity with the policies of the SRS and RSS for the Submission Plan to conclude that it should make firm proposals only to 2026.

Yours sincerely,

*Adrian Cannard*

Adrian Cannard, MRTPI  
**Head of Strategic Support**

**Appendix D – Inspector Advisory Visit (13<sup>th</sup>-19<sup>th</sup> January 2009)**

**From:** Carnaby, Stephen [mailto:Stephen.Carnaby@pins.gsi.gov.uk]  
**Sent:** 21 January 2009 13:34  
**To:** Hussell, David; Atkinson, David  
**Cc:** John Williamson  
**Subject:** Frontloading project Luton - Final feedback Notes

David - please see the attached:

<<Luton & SB feedback.doc>> <<Blyth Valley implications.doc>>

Regards:

Steve Carnaby

LDF Team

The Planning Inspectorate

Direct Line - 0117-372-8468

\*\*\*\*\*

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## **Stage reached with CS**

An issues and options consultation exercise took place in July-October 2007, followed by draft preferred options in June 2008. A more formal preferred options-type consultation is planned for March 2009 as the SCI contained a commitment to doing so. This will be succeeded by pre-submission consultation in October/November 2009 and submission early in 2010.

## **Comments on the emerging version of “preferred options” March 2009**

### General

Overall, the style is wordy and descriptive, including unnecessary repetition of some material (including, but not only, of the how-we-got-to-where-we-are variety) at certain points. Rigorous, purposeful editing would help to make it more concise and focussed, and convey the message in a clearer and more engaging way. However, I recognise that some of the material is commenting on the outcomes of previous consultation and will not be included in the submitted document.

It would be helpful to provide some early text to set the timescale of the CS clearly within the context of the different timescales of (a) the requirement of PPS12 that it should look ahead at least 15 years from the date of adoption (ie to about 2026), (b) the shorter timescale of the EoE Plan (2021), and (c) the longer perspective of the MKSMSRSS which provides “uncommitted planning assumptions”, subject to testing, for 2021-31. The upcoming review of the EoE Plan (to 2031) could also be mentioned although it remains to be seen how far this will get before your CS is submitted – and it should not be delayed by any developments in the RSS review. In that sense it may be helpful to explain that the provisions of the later stages of the CS are contingent upon the outcome of the RSS review and may need to be scaled up/down at some future review.

### Developer contributions – part 4

These paragraphs are not very clear and the subject looks as if it needs more development. The approach seems rather fragmented, with the two Councils seeming to follow different routes. I understand that the LSBDV has not yet begun work, but perhaps it will enable a more unified approach across the unitary authorities who will be linked together by the “integrated development programme”, including the other various sources of funding applying to the area.

If pooled contributions are to be made towards strategic infrastructure will the “strategic” items be common across the 4 urban extensions, or will they need to be separately identified and collected in each case? This may need more consideration.

### Providing New Homes – part 5

It would be helpful to include a table setting out the quantity of provision to be made in the various 5-year periods, and the components of land supply during each of them – eg permissions, LP allocations, other identified sites, and the various urban extensions together with (if relevant) any longer-term balance to be identified beyond the 10-year period through SADPDs or any longer-term windfall assumptions.

Referring to the SHLAA, the delivery assumptions about the individual sites need to be robust and able to stand scrutiny. With regard to the category “unallocated growth in villages to 2021”, how does this measure against advice in PPS3 about windfalls in the first 10 years? Ditto, some of the “additional urban capacity”?

Referring to the SHMA (final report not yet in) will this meet the requirement for viability testing of the affordable housing policy? Alongside this feedback I attach a copy of a summary of the implications of the Bythe Valley judgement. This makes it clear that evidence must be available on the viability of meeting affordable housing targets set in a CS. Evidence on need alone is not enough.

Accessibility and Transport – part 7 (6?)

Some of this material looks rather underdeveloped at present. This is disappointing, since the “story so far” presentation demonstrates that it is central to the CS that the necessary components of the planned transport infrastructure will be available in time to meet current deficits and provide for the new extensions. Can there be a clearer narrative to describe (a) current problems, (b) the challenges of new development, (c) the way in which the main elements of the transport infrastructure will meet a&b, and (d) the dates and means by which they will be provided and funded? I am referring to the roles of the guided busway and its future extensions, the M1 improvements, the new road links from A5 to M1 and from M1 to A6, A505 and Airport Parkway, the cross-town bus priority links, the role of park and ride, and the expected rail capacity improvements. All of these seem to be presented as essential elements of the package. The uncertainty about the possibility of a new parkway station at Luton North could be a factor undermining soundness if this is represented as essential rather than just beneficial. Finally, will modal shift targets be set? (The transport assessment suggests there won't be any reduction in car use, but congestion would decrease and air quality will increase)

Economy & employment – part 7

No particular comments. The policy seems to be firmly based on the ELR findings and other sources. Is it possible to distill the findings of the ELR (where these are to be reflected in the chosen option) to present a clearer strategic quantitative and qualitative land budget? Does a strategic brief need to be set for other LDDs that will work out some matters in more detail? It will be necessary to ensure that 7.19 and the preferred option policy (re “limited

negative impact on the SSSI”) are not in conflict with what PPS9 has to say about development on nationally protected sites.

#### Building communities – part 8

Some of this has the air of a general/partial shopping list or a statement of intentions. Will the submitted version be more specific and LSB-focused?

#### Improving town centres – part 9

No particular comment – can the key contents of the various framework studies for the 3 towns be distilled into specific overarching visionary frameworks for each of them (eg the Quarters concept for Luton?) And explain how these will be taken forward in future LDDs/set briefs for AAPs etc.

#### Climate change – part 10

On “resource efficiency”, PPS1 supplement states (para 11) the long-held principle that planning, building control & other regulatory regimes should complement, not duplicate each other. Planning control should not, as a matter of course, apply different standards as it is not the lead policy vehicle for such issues. Para 31 states “There will be situations where it could be appropriate for planning authorities to anticipate levels of building sustainability in advance of those set out nationally. When proposing any local requirements...LPAs must be able to demonstrate clearly the local circumstances that (both) warrant (and) allow this.” Do these exist – what are they? Para 32 states “when proposing any local requirement for sustainable buildings planning authorities should focus on development area (see definition) or site-specific opportunities”. The material in part 10 could be reviewed with this approach firmly in mind.

On “mitigating flood risk”, the policy would benefit from close consideration of what it adds of distinctive local value to national policy in PPS25 and regional policy in the the EoE Plan, and concentrate on explaining that.

#### Green infrastructure and space – part 11

No particular comment, except that the content is rather general. Can a clear vision be provided of the main strategic components of LSE green infrastructure in 2013?

#### Countryside and Heritage – part 12

As above re part 10, concentrate on the main strategic components of the LSE vision rather than generalised statements reiterating national and regional policy.

#### **Points to consider in moving forward to the submission core strategy**

## General

The CS should be a brief document conveying the main elements of the spatial vision and strategy – giving a clear message about the ways in which the area will change by its end date and providing clear spatial expression of relevant aspects of the SCS. It should consider and decide the key strategic issues that are locally distinctive to LSB. There is no need to reiterate national and regional policy without adding any local value. Nor is it helpful to include local material more appropriately covered in another tier of the LDF. Inclusion of such material only adds to the length and complexity of the CS and erodes the centrality of its key components.

## Proposed urban extensions

You may wish to consider whether these represent “strategic sites” that are so central to the achievement of the strategy as to merit a “strategic allocation” in the CS (paras 4.6-4.7). This can be useful in giving early certainty by resolving “difficult” issues and thus providing confidence for investment needing long lead-in times. If there is enough certainty about the general type and quantity of development to be achieved on a strategic site (and it can be demonstrated that there are mechanisms for its timely delivery, along with any necessary infrastructure) it may be possible to red-line the precise area, devise a suitable CS policy, and then proceed to delivery via SPD or a masterplan. On the other hand, if there is not the necessary degree of certainty about the questions “what/where/when/how”, a more general policy (supported by a more general “area of search” approach) can be adopted. This will have to be complemented by more detail in a DPD such as an AAP. The adopted Horsham CS has examples of both approaches. Although the definition/threshold of a strategic site depends to some degree on local circumstances, it will be important that such sites do not depend on “site specific detail which can date quickly” (PPS12 para 4.7).

## The “East of Luton” issue

MKSMSRS policy 2(a) for Bedfordshire and Luton says that the LDSs for LSB and North Herts should identify and make provision for a timely set of LDDs to meet the regeneration, economic growth, infrastructure and housing needs of the conurbation, with provision made for joint working where necessary.

MKSMSRS identified that green belt reviews would be needed around various edges of the conurbation to make provision for this growth. Having studied a wide range of options LSB has concluded that the most sustainable way of providing the necessary green-field element of the housing requirement is through 3 major urban extensions around the conurbation and a fourth smaller (though still substantial) one at Leighton Linlade, proportionate to its status as a market town. One of the 3 Luton options is to the south-east of the town near the airport, within North Herts.

The emerging position seems to be that North Herts does not favour the East of Luton option. It seems that the North Herts CS may be submitted in terms similar to what was set out in its Preferred Options (September 2007). This stated that the CS will make provision for the expansion of Luton into North Herts “if there is a genuine need for that to occur”, but will leave the detail of how and where such growth occurs to be set out in a “Luton Area Action Plan” (presumably an East of Luton AAP), which will involve “collaboration with neighbouring authorities”.

The question arises how this cross-border issue will be determined between the two core strategies. It is difficult for the LSB CS to make firm proposals for growth outside its area and there may be a limit to how far the LSB Inspector could make a binding recommendation concerning land in North Herts, were he/she to conclude that this was appropriate. Likewise, it is unlikely that the N Herts Inspector could decide whether LSB has appropriate solutions within its own territory (and therefore that there was no genuine need for East of Luton) without examining a great deal of the material underpinning the LSB CS.

On present information it seems that the North Herts and LSB Core Strategies are likely to be submitted fairly early in 2010, with North Herts aiming for May and LSB for about February. If the time-lag between the two submission dates can be kept to a manageable amount, the best solution is likely to be for PINS to appoint Inspectors to work jointly on the two examinations, probably holding some sessions concurrently. Their joint conclusions could then be incorporated in the respective binding reports, ensuring that the soundness of the two CS is resolved in a timely way and without any undesirable lack of clarity.

Without agreement of the LPAs to work on this kind of joint management of the process of the examinations, resources are likely to be used much less effectively and at greater cost and I suppose that one conceivable outcome could be for both CS to be found unsound, which would not be in anyone’s interest!

The LSB team expects that a planning application for development east of Luton may be submitted during the time leading up to the examination.

[Without making any comment on the soundness or otherwise of the LSE CS I suppose that, linked to the above, one issue that you may need to explore would be whether a sound CS for the minimum PPS12 period (say 15 years to c2026) could be delivered without recourse to East of Luton. Having said this, I note that the document “MSG 13 June 2008 - Housing Trajectory and Preferred Strategic Urban Extensions” indicates that all 3 extensions would need to contribute from 2013/14, with East of Luton making the greatest single aggregate contribution before 2023/24 and being the first to be built-out in 2028/29.]

The “west of Leighton Linlade” issue



MKSMSRSS also indicated that a comprehensive green belt review would be needed at Leighton Linlade, considering all options for urban extensions. As land to the west of the town is in Aylesbury Vale, policy 2a indicated that provision should be made for joint working where necessary.

Work by the LSB team has concluded that the most sustainable option for expansion of the town is to the east and the Aylesbury Vale CS is therefore likely to make only contingent provision for an urban expansion to the west, dependent upon this being found a necessary requirement in the LSB CS.

The Aylesbury Vale CS is likely to be submitted in the next few months so it is unlikely that its examination can be co-programmed in quite the same way as may be possible for expansion of Luton into North Herts (see above). Nonetheless, PINS will consider whether there is any mechanism that can be adopted to ensure timely decision-making and save undue resources from being spent on this issue. It is possible that, during the CS examination process, a planning application may be submitted for westward expansion of Leighton Linlade within the AVDC area.

#### Infrastructure (particularly transport)

It will be important that all infrastructure providers are able to agree that there is a reasonable prospect that the crucial components of infrastructure required by the strategy are capable of being implemented in a timely way, or that there are adequate fall-back positions if there are slippages. If any important provider were to dissent from this view this could raise major issues of soundness. While some details of individual schemes may yet remain to be agreed, it is necessary to have common acknowledgment among providers that these will not be potential show-stoppers – the principle of timely provision should not be in doubt.

#### Evidence base

Keep this as up to date as practical (PPS12, para 4.47), but proportionate to its purpose, including only what is necessary to underpin the CS in the circumstances of the District (“Keep It Short & Simple”). The Inspector will not undertake detailed examination of the evidence base as an end in itself. Individual items are likely to be examined in detail only if the Inspector finds reason to consider whether a particular part(s) of the CS may be unreliable for some reason, eg based on an absence of evidence, or evidence which may be flawed or no longer reliable. In very general terms the current evidence base (12/08 schedule) seems to be comprehensive and up-to-date and includes the standard items that one would expect to find.

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## **Appendix E – Updating the Local Development Scheme**

- 1.1 In order to deliver a number of proposals identified within the Core Strategy, other Local Development Documents (LDDs) will need to be prepared. The Core Strategy states that various proposals will be delivered through 'site allocation policies'. This term was used at a time when it was unclear what format future DPDs would take. It is now intended that these proposals will be delivered through separate Site Allocations DPDs for Luton and southern Central Bedfordshire. In addition, generic development management policies will come forward through separate Development Management Policies DPDs.
- 1.2 Finally, the Joint Committee will be making a decision with regards to whether or not the North Luton urban extension is identified within the Core Strategy as an allocation or as a 'broad direction for growth' to be delivered through a North Luton Area Action Plan.
- 1.3 The current joint Local Development Scheme, brought into effect in December 2010, only identifies timescales for the delivery of the joint Core Strategy. Paragraph 4.2 of the LDS states that this is due to uncertainty created by anticipated legislation changes, namely the Localism and Decentralisation Bill. The Bill was published, in its earliest form, in late 2010. Now that the content of the Bill is known, it is possible for both authorities to identify how subsequent LDDs will be prepared and when.
- 1.4 Given that the Joint Committee will be disbanded in March 2012, subsequent LDDs will need to be prepared separately by each Council. New Local Development Schemes therefore need to be prepared by each authority in order to identify the areas that each of the future LDDs will cover, and the timescales for their preparation. The existing joint Local Development Scheme will be maintained.
- 1.5 The information to be embedded within the new Local Development Schemes is given below.

Southern Central Bedfordshire Local Development Scheme							
Document Title	Status	Description	Preparation Stage (Reg 25)	Publication Stage (Reg 27)	Submission to SoS	Examination in Public	Adoption
Site Allocations DPD	Development Plan Document	<p>The role of the Site Allocations DPD will be to allocate non-strategic sites covering a wide range of uses including housing and employment. Proposals identified within, but not delivered by, the Core Strategy will also be allocated through this DPD including:</p> <ul style="list-style-type: none"> <li>• Sundon Rail Freight Interchange (subject to decision by Joint Committee regarding its strategic importance).</li> <li>• Park and Ride Sites</li> <li>• Multi-modal and bus interchanges</li> </ul> <p>Gypsy and Traveller and Travelling Showpeople sites will be allocated through the Site Allocations DPD if required.</p>	January/February 2012	November/December 2012	April 2013	July 2013	January 2014
Development Management Policies DPD	Development Plan Document	<p>This document will contain a suite of generic policies setting out the criteria against which planning applications for the development of land and buildings will be considered.</p>	January/February 2012	August/September 2012	December 2012	March 2013	September 2013

<p>North Luton AAP (subject to Joint Committee decision).</p>	<p>Area Action Plan</p>	<p>The Area Action Plan would provide a planning framework to facilitate the delivery of the North Luton urban extension. In line with PPS12, the AAP will identify the distribution of uses and their inter-relationships and set out the timetable for the implementation of the proposals.</p> <p>The AAP will establish the vision for the urban extension along with a set of development principles and policies which will be used to assess subsequent planning applications within the area covered by the AAP.</p> <p>The AAP will also include an implementation plan which will detail how the development principles and policies will be delivered including information on funding where relevant.</p> <p>The AAP needs to be programmed for adoption by end of 2016 in order for development to begin in 2019 in line with timescales identified within the Core Strategy.</p>	<p>January/February 2015</p>	<p>November/December 2015</p>	<p>March 2016</p>	<p>June 2016</p>	<p>December 2016</p>
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<b>Luton Local Development Scheme</b>							
<b>Document Title</b>	<b>Status</b>	<b>Description</b>	<b>Preparation Stage (Reg 25)</b>	<b>Publication Stage (Reg 27)</b>	<b>Submission to SoS</b>	<b>Examination in Public</b>	<b>Adoption</b>
Site Allocations DPD	Development Plan Document	<p>The role of the Site Allocations DPD will be to allocate non-strategic sites covering a wide range of uses including housing and employment. Proposals identified within, but not delivered by, the Core Strategy may also be allocated through this DPD including:</p> <ul style="list-style-type: none"> <li>• Park and Ride Sites</li> <li>• New Luton North Railway Station</li> <li>• Multi-modal and bus interchanges</li> </ul> <p>Gypsy and Traveller and Travelling Showpeople sites will be allocated through the Site Allocations DPD if required.</p>	January/February 2012	November/December 2012	April 2013	July 2013	January 2014
Development Management Policies DPD	Development Plan Document	<p>This document will contain a suite of generic policies setting out the criteria against which planning applications for the development of land and buildings will be considered.</p>	January/February 2012	August/September 2012	December 2012	March 2013	September 2013

## **Appendix F – Suggested Changes to Monitoring Section**

### **1.0 Inspector’s concern**

- 1.1 *PPS12 paragraph 4.47 sets out the requirements for monitoring and states: “The delivery strategy should contain clear targets or measurable outcomes to assist this process.” The CS in Appendix A5 has very broad brush indicators and targets for each policy, linked to the relevant Strategic Objective. I consider that more precise indicators/targets will be required for each policy, where possible. The following minimum information should be provided in respect of each policy; principal means of implementation, responsibility for implementation, timescale, resource implications, phasing, and targets and indicators.*

### **2.0 Joint Technical Unit response**

- 2.1 Most of the guidance related to monitoring Development Plans has been recently withdrawn by the Department of Communities and Local Government. The nationally prescribed performance indicators were also withdrawn. It has been left to each local planning authority to decide what is appropriate to include within their monitoring reports. The Examination process will provide an opportunity to modify the monitoring framework.
- 2.2 The Joint Committee will need to consider substantial alterations to the Core Strategy and both Authorities will need to consider the resource implications. However if further monitoring detail is required, the following possibilities could be considered.

### **3.0 Proposed New Monitoring Chapter of the Core Strategy**

- 3.1 To improve the monitoring framework in line with the Inspectors’ comments we will need to:
- Review policies to clarify targets and demonstrate where targets and outcomes will be set or altered through time.
  - Review the relationships within and between policies to clarify the triggers for contingencies.
  - Declare the principle means of implementation (for example, Area Action Plan or Development Management policy).
  - Declare the organisations that will be responsible for implementing the policies.
  - Tighten up on timescales for the “when and what” with particular regard to infrastructure associated with development.
- 3.2 The work listed above will mean that changes will be required to the Monitoring Framework table as laid out in Appendix A5 of the Pre-Submission Core Strategy. An example of how the new table will look using the existing indicators is given in Table 1.1 below.

**Table 1.1: Example of how the new Monitoring Framework will appear (existing indicators shown).**

Core Strategy Policy	Strategic Objectives	Indicators	Targets and Timescales	Responsibility for Implementation or Delivery Agency	Principle Means of Implementation
CS1 Development Strategy	SO1	Proportion of housing delivered within existing urban area	As set out in the Housing Trajectory and table 3.1.  63% up to 2021.  Urban area of Luton: 591 homes per annum between 2011 and 2021, and 420 per annum between 2021 and 2026.  Urban areas of Dunstable, Houghton Regis and Leighton Linslade: 406 homes per annum between 2011 and 2021, and 200 per annum between 2021 and 2026	LBC, CBC and partners; Developers	Allocation of land through the LDF (Site Allocations DPDs). Development Management DPDs and determination of planning applications.
		Proportion of housing delivered by geography and plan period	As set out in the Housing Trajectory and table 3.1.  23,000 dwellings between 2011 and 2026.  Total of 15,900 by 2021 and 7,100 between 2021 and 2026.  Urban area of Luton: 591 per annum between 2011 and 2021, 420 per annum 2021 to 2026.	LBC, CBC and partners; Developers	Allocation of land through the LDF (Site Allocations DPDs). Development Management DPDs and determination of planning applications.



#### 4.0 Suggested Improvements by Policy

4.1 The following suggestions for change are based on a re-examination of the existing policies. This is a first-look at some of the policies and more work will be needed to refine these indicators and targets. As the information contained within this paper is a work in progress, greater detail will be added in due course, particularly with regards to Policies CS 17-21. Data gaps have been acknowledged, and improvements that can only be made as the Plan and associated Master Plans are progressed are identified.

#### 4.2 Policy CS 1 – Development Strategy

- Retain the target for the proportion of housing delivered within existing urban areas at 63% for all sites up to 2021.
- Add a new target for the East of Leighton Lincolne urban extension to ensure that it does not account for more than 23% of housing provided within urban extensions (to recognise its secondary nature).
- Declare the proportion of housing planned within each other geographic area by Plan period. This will include defining the expected proportion of new development in the non-Green Belt villages against that across the rest of the rural area to ensure development remains focused in these villages.
- Declare the proportion of employment expected across each geographic area by Plan period and report progress using ABI data (by employment sector). Note: this data tends to have a 2-year time lag between collection and reporting.

#### 4.3 Policy CS 2 – Public Funding for Infrastructure

- We will highlight where public funding is required to deliver the infrastructure laid down in the Infrastructure Schedule given in Table 4.1
- Retain the intention to test our setting up of a joint strategic infrastructure fund by 2012.
- Within the monitoring report we will declare the funding required amending the figure where necessary. We will show the expected source of the publicly provided funding and if it has been secured.

#### 4.4 Policy CS 3 – Developer Contributions for Infrastructure

- Retain the intention to test our commitment to adopt a single Developer Contributions Supplementary Planning Document by 2012.
- The success of this policy can be tested by the number of Developments requiring an Infrastructure Impact Assessment that provide them (100%). A monitoring indicator will be developed on this basis.

#### 4.5 Policy CS 4 – Extent of the Green Belt

- Using GIS analysis an area in Ha will be initially declared for the loss of Green Belt within each of the urban extensions. These figures will be refined as transport corridors and the urban extension boundaries are developed.

- The much smaller amounts of Green Belt surrounding villages lost as a result of site allocation policies will be declared as a separate figure and monitored accordingly.

#### 4.6 Policy CS 5 – Linking Places

- We will revise the monitoring indicators listed in the Pre-Submission Core Strategy to align with the recently released Local Transport Plan (3) indicators. The figures used will be treated as a minimum to reflect the shorter life-span of the transport plan.

#### 4.7 Policy CS 6 – Housing for All Needs

- We will include indicators that state the size, type and tenure of dwelling required to meet current local circumstances. We will explain the mechanism for how these will be changed across time.
- We will devise the appropriate proportion of larger family housing required and the type of sites that will be expected to deliver them using our existing housing evidence. We will explain the mechanism for how these will be changed across time.
- Retain the existing targets for affordable housing but make it clear that the dwelling threshold for the town areas applies up to their natural administrative boundaries.
- We will commit to monitoring not just when affordable housing contributions are given but also from which sites, including their geographies. This will provide valuable information on the outcome of this policy.
- Retain the existing target for the number of Lifetime Homes delivered (100%).
- We will work with our Legal and Development Control departments to investigate how we can successfully monitor the sale of affordable housing units. This is to ensure that the profits of such sales are reused in providing more affordable housing as outlined in Policy CS 6 (6.).

#### 4.8 Policy CS 7 – Increasing Access to Quality Social and Community Infrastructure

- Keep the existing indicator that tracks a net increase in community infrastructure (floorspace and land area).
- We will develop a process to track conditions applied to developments where services and facilities are required as a consequence of the development. A target of 100% compliance to be adopted.
- Adopt a target of zero loss of existing public facilities unless replaced by equal or better provision.

#### 4.9 Policy CS 8 – Quality of Design

- We will test that design codes are an integral part of the site-specific planning documents in each of the urban extension areas.
- Aim for a minimum score of 14/20 for Building for Life assessments for all housing developments of 10 dwellings or above.

- No nationally or locally important buildings to be endangered as a result of development.

#### 4.10 Policy CS 9 – Delivering Economic Prosperity

- We have declared a preferential sequence for the redevelopment of employment sites with the emphasis being on the retention of heavy and light industries, office and research and development uses. We will devise an accompanying percentage range that will identify the trigger points for the next range in the sequence. This will help us test the success of this policy.
- We will record the amounts and types of employment land and floorspace created or retained within development sites. This will test the proportion of employment land that is reused for employment.
- We will test that the amounts and locations of employment types listed above will be identified in each of the urban extension Master Plans.
- We will identify the expected amounts and phasing of employment land provision within Master Plan areas, particularly in the new urban extensions, as in CS 1.
- We will track the employment (job) provision by sector as identified in CS 1 to test the outcome of this policy.

#### 4.11 Policy CS 10 – Green Infrastructure

- We will need to establish a target and phasing for the amount of Green Infrastructure to be provided within each urban extension.
- The existing indicators relating to the testing of financial contributions, the amount of green infrastructure/open space created and the change in areas of biodiversity importance will be retained.

#### 4.12 Policy CS 11 – Resource Efficiency

- We will use the Code for Sustainable Homes targets given within Table 9.1 for both water and carbon dioxide emissions reduction within the monitoring framework.
- We will test larger, phased developments to ensure that developers have declared how they will meet the changing Code for Sustainable Homes targets over time.

#### 4.13 Policy CS 12 – Adapting to and Mitigating Flood Risk

- Retain the existing indicators relating to:
  - The preparation of the Luton Surface Water Management Plan
  - Inclusion of Flood Risk Assessments and site-specific recommendations in Masterplans and Site Allocations documents
  - Contributions towards off site mitigation
  - Number of planning permissions granted contrary to Environment Agency advice.
- In addition we will identify when each site specific flood risk assessment must be prepared by.

4.14 Policy CS 13 North of Luton SSSA

- Identify the maximum amount of Green Belt land to be taken with this urban extension as in Policy CS 4.
- Identify the number of housing units to be built per year and when development will commence using the latest update of the SHLAA and housing trajectory.
- Undertake work to establish the amount and phasing of employment land to be provided as monitored under Policy CS 1.
- Identify the specific triggers that would lead to the contingency area being brought forward under contingency scenario 5a and monitor on an annual basis.
- Ensure the Master Plan for the extension is created prior to the start of development.
- Current Issues:
  - We cannot currently suggest targets for cycle paths and pedestrian links to local centres, employment opportunities, etc.
  - We cannot currently suggest what would be appropriate for public transport links.

4.15 Policy CS 14 – North Houghton Regis SSSA Site 1

- Identify the maximum amount of Green Belt land to be taken with this urban extension as in Policy CS4.
- Identify the number of housing units to be built per year and when development will commence using the latest update of the SHLAA and housing trajectory.
- Establish the amount and phasing of employment land to be provided as monitored under Policy CS 1.
- Identify the specific triggers that would lead to the contingency area being brought forward under contingency scenario 5a and monitor on an annual basis.
- Ensure the Master Plan for the extension is created prior to the start of development.
- Ensure that no more than 900 housing units and land for up to 200 jobs is created prior to the A5-M1 link and Woodside connection. Use established industrial land - job formulae to establish the correct land amount permitted.
- Test that the Master Plan is accompanied by a site-specific flood risk assessment that reduces existing and potential flood risks.
- Commit to starting development within the first 5 years of the Plan period as part of the contingency monitoring.
- Current Issues:
  - We cannot currently suggest targets for cycle paths and pedestrian links to local centres, employment opportunities, etc.
  - We cannot currently suggest what would be appropriate to test public transport links.

4.16 Policy CS 15 – North Houghton Regis SSSA Site 2

- Identify the maximum amount of Green Belt land to be taken with this urban extension as in Policy CS4.
- Identify the number of housing units to be built per year and when development will commence using the latest update of the SHLAA and housing trajectory.
- Establish the amount and phasing of employment land to be provided as monitored under Policy CS 1.
- Identify the specific triggers that would lead to the contingency area being brought forward under contingency scenario 5a and monitor on an annual basis.
- We will commit to monitoring the potential for an early start to this urban extension and report the status within the monitoring report.
- Test that the Master Plan is accompanied by a site-specific flood risk assessment that reduces existing and potential flood risks.
- Current Issues:
  - We cannot yet suggest an indicator to test the provision of green infrastructure.
  - We cannot currently suggest what would be appropriate to test public transport links.

4.17 Policy CS 16 – East of Leighton-Linslade

- Identify the maximum amount of Green Belt land to be taken with this urban extension as in Policy CS4.
- Identify the number of housing units to be built per year and when development will commence using the latest update of the SHLAA and housing trajectory.
- Establish the amount and phasing of employment land to be provided as monitored under Policy CS 1.
- Identify a target type and tenure for the housing provision in line with Policy CS 6.
- Ensure that development starts within the first 3 years of the Plan period as part of the monitoring of contingencies.
- Current Issues:
  - We will need to work with the developers to establish the phasing for the provision of the following: the eastern link road; local centre with associated community hall, health and retail facilities; Green Infrastructure; the size and placement of a new Town cemetery; size and placement of the assisted living dwellings for the elderly; new primary schools and delivery of land for a replacement Vandyke Upper School.

4.18 Policies CS 17-21 – Not yet examined.

4.19 Policy CS 22 – Rural Settlements

- Identify the maximum amount of Green Belt land to be taken by these small sites as in Policy CS4, to be refined at Site Allocations stage.
- Identify the number of housing units to be built per year using the latest update of the SHLAA and housing trajectory.
- Monitor the proportion of housing provided in the 7 villages identified for growth against the remainder of the rural area as in Policy CS 1.
- Retain the existing indicator regarding the retention of employment land, but emphasise the target for loss is zero.
- Develop an indicator to sit alongside that tracking the loss of biodiversity under Policy CS 10 for sites of geological importance. The target will be no loss but we will need to develop a system to ensure sites are tracked.

## **Appendix G: Gypsy and Travellers**

### **1.0 Inspectors Concern:**

*'I cannot find any policy for Gypsy, Travellers and Travelling Showpeople in the CS. The RS has relevant policies and there is submitted evidence (Documents H9 to H11). Have I missed it?'*

### **2.0 Comments:**

- 2.1 The Joint Committee will be required to make a decision on this sensitive issue which has been particularly time consuming and resource intensive in the northern part of Central Bedfordshire. The Inspector has correctly indicated that, while evidence pertaining to the issue of Gypsy and Travellers was formally submitted on 8<sup>th</sup> March 2011, the Core Strategy does not address the issue through the provision of a policy.
- 2.2 There are two options available which will need to be considered by Joint Committee:
- 1) Withdraw the evidence submitted and maintain the current position of not addressing the issue in the Core Strategy.
  - 2) Include a new policy within the Core Strategy or add a new bullet point to the end of Policy CS6 'Housing for all Needs'. This would provide the 'policy hook' for addressing the issue in a future Site Allocations DPD for example.
- 2.3 Should Joint Committee resolve to pursue either option, the following policy wording could be embedded within the Core Strategy:

*'Provision will be made for Gypsy and Traveller and Travelling Showpeople accommodation in accordance with identified level of need for additional pitches up to 2026. Such provision will be made through the consideration of planning applications and through Site Allocations DPDs. Applications for Gypsy and Traveller windfall sites will be considered having regard to the unmet level of need and all relevant guidance'.*

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**Luton and southern Central Bedfordshire Core Strategy  
Submission March 2011**

**Background Paper 1: Housing numbers  
6 May 2011**

**Author: Simon Andrews, Luton and southern Central Bedfordshire Joint  
Technical Unit**

## **Background Paper 1: Housing numbers**

### **1.0 Inspector's concerns (paragraph 6 of letter dated 15 April 2011)**

*“The CS says that it does not provide the RS housing numbers but instead proposes a reduced amount of housing - some 14% less - based on a ‘natural growth’ or ‘local need’ (see Document H4). Others have said (based on other JTU documents) that the reduction from the RS target is more than this, perhaps as much as 10,000 dwellings less. I have been unable to find the evidence for the local growth/need calculations or the reasons why that is preferred over the RS figures. The justification for lower housing figures than those in the RS needs to be explained. The method of calculation of the RS housing figures for the CS plan period as derived from RS policy H1 should also be explained as I do not understand how it has been decided or the reasons for the different figures given above by the JTU and others.”*

### **2.0 Summary of JTU response**

2.1 This background paper seeks to address the Inspector's concerns in relation to the scale of overall housing provision set out in the Submission Core Strategy. In summary:

- There are considerable local housing needs in the plan area that need addressing urgently.
- In terms of housing completions the Core Strategy would represent an increase of more than 75% above the rate for the past ten years.
- The overall quantum of provision proposed is broadly similar to that set out in the East of England Plan.
- A net nil migration approach is considered the most appropriate way forward and is supported by a range of other evidence sources, including the Government's latest household projections.
- The strategic planning environment has changed considerably since the adoption of the East of England Plan and a reconsideration of the approach to growth and its delivery is considered essential.

### 3.0 East of England Plan (2008) housing requirements

- 3.1 The housing requirements in Policy H1 of the East of England Plan represent a revision to the requirements previously set out in the Milton Keynes South Midlands Sub-Regional Strategy (2005).
- 3.2 For the Luton and southern Central Bedfordshire area there are two distinct areas within which housing provision is required: the MKSM Strategy Area (Luton/Dunstable/Houghton Regis together with Leighton Linslade); and the “rest of South Beds” area (the southern part of Central Bedfordshire outside of the MKSM Strategy Area). There are also two time periods given: firstly the whole plan period of 2001-21 and secondly an updated position for 2006-21 which reported on completions since 2001. The requirements are set out below.

Table 1 – East of England Plan (2008) Policy H1 requirements

Area	2001-21		Completions 2001-6	2006-21	
	Total	Per year		Total	Per year
<b>MKSM Strategy Area</b>	26,300	1,315	4,400	21,900	1,460
<b>Rest of South Beds</b>	1,000	50	170	830	55
<b>Area Total</b>	<b>27,300</b>	<b>1,365</b>	<b>4570</b>	<b>22,730</b>	<b>1,515</b>

- 3.3 For the whole Joint Core Strategy area the East of England Plan requires **27,300** new dwellings between 2001-2021 at an annual average rate of 1,365 per year.
- 3.4 Policy H1 also requires Local Planning Authorities to plan for delivery of housing for a 15-year period, which for the Joint Core Strategy means 2011-26. For the period from 2021-26 Policy H1 assumes that the annual average rates of provision should be the same as that for the period 2001-21 or 2006-21, whichever is the higher. For the joint area the provision rates are higher for the period 2006-21, meaning provision of 1,515 per year should continue through for the full 15-year period 2011-26.
- 3.5 The table below compares the provision required by the East of England Plan with that proposed in the Core Strategy on an annual basis.

Table 2 – Comparison of Joint Core Strategy and East of England Plan provision (annual average completion rates)

	<b>2011-21</b>	<b>2021-26</b>	<b>2011-26</b>
<b>Core Strategy provision</b>	1,590	1,420	1,530
<b>East of England Plan requirement</b>	1,515	1,515	1,515
<b>Annual difference</b>	<b>+75</b>	<b>-95</b>	<b>+15</b>

- 3.6 For the whole period, the proposed Core Strategy provision would exceed the rate required by the East of England Plan by an average of 15 dwellings per year.
- 3.7 Policy H1 can also be read as requiring a total level of provision over the plan period which must be delivered, such that any under-delivery is made up for by subsequent over-delivery.
- 3.8 As of March 2011, there had been around 8,600 completions in the area, leaving a residual 18,700 to provide against the target of 27,300 to 2021. Using the 1,515 per year to calculate provision 2021-26 as above, a further 7,575 dwellings would be needed. This would give a total requirement for the period 2011-26 of **26,275** dwellings.
- 3.9 Once again, the table below compares the provision required by the East of England Plan with that proposed in the Core Strategy, this time on a total provision basis.

Table 3 – Comparison of Joint Core Strategy and East of England Plan provision (total provision)

	<b>2011-21</b>	<b>2021-26</b>	<b>2011-26</b>
<b>Core Strategy provision</b>	15,900	7,100	23,000
<b>East of England Plan requirement</b>	18,700	7,575	26,275
<b>Difference</b>	<b>-2,800</b>	<b>-475</b>	<b>-3,275</b>

- 3.10 As can be seen there is a difference of **3,275** dwellings over the plan period.
- 3.11 However, certain key issues need to be borne in mind when considering the issue of provision across the whole plan period. The East of England Plan was adopted in May 2008 following an Examination in Public during 2005/6. The current unprecedented economic circumstances arising from recession, the failure of the banking system and the financial austerity measures signalled by the new coalition Government could not have been foreseen during preparation of the Plan and hence should be reflected on when considering the requirements of the Plan. At the time when the East of England Plan was predicting a step-change in housing delivery and authorities were gearing up to deliver this increase, fundamental changes in the global finance system prevented that increase from occurring. It will be extremely difficult to catch-up on this under-delivery when taking into account the already high annual completion rates predicted during the plan period.
- 3.12 In revising the East of England Plan to 2031, EERA signalled in the draft Policy H1 that there should not need to be catch up in underperformance 2001 to 2011 because of the significant economic downturn, financial crisis and the results of consultation which indicated limited dwelling capacity within the region above a policy H1 roll forward.
- 3.13 There are significant difficulties associated with remedying any under-delivery of housing and it is not simply a case of adding past non-delivery into future years' provision when housing completions are already predicted to be much higher than historic average rates.

#### **4.0 Net Nil Migration Forecast**

- 4.1 PPS3 requires Local Planning Authorities to take an evidence-based approach to determining how much housing is required in their areas. Paragraph 33 advises Local Planning Authorities to take into account, among other things:
- local and sub-regional evidence of need and demand
  - advice from the NHPAU;
  - the Government's latest household projections and the needs of the regional economy
- 4.2 One of the sources of information considered in drawing up the Core Strategy was the outputs of the Bedfordshire Population model. This model is a cohort survival model managed jointly between the 3 unitary councils in Bedfordshire. In addition to providing scenarios based on delivering the growth requirements of the East of England Plan, the model

also produces a net nil migration forecast based on projected demographic movements and population changes. This latter forecast takes no account of planned developments or growth policy but simply forecasts the likely result without policy intervention. The net nil migration forecast assumes inward and outward migration balance so that any forecast population change is driven by natural increase (births minus deaths).

- 4.3 The net nil migration projection produced from the Bedfordshire Population Model in January 2010 showed the following results, which have been taken from the Housing Technical Note (July 2010), (submission document reference H4).

Table 4: Regional requirement forecast (policy-driven, RSS-based) (households)

	South Beds	Increase on 2011	Luton	Increase on 2011	Total	Increase on 2011
<b>2011</b>	50,800	-	82,700	-	133,500	-
<b>2016</b>	55,900	5,100	86,900	4,200	142,800	9,300
<b>2021</b>	62,900	12,100	88,000	5,300	150,900	17,400
<b>2026</b>	70,300	<b>19,500</b>	90,000	<b>7,300</b>	160,300	<b>26,800</b>

Table 5: Net nil migration forecast (households) (January 2010)

	South Beds	Increase on 2011	Luton	Increase on 2011	Total	Increase on 2011
<b>2011</b>	50,800	-	85,500	-	136,300	-
<b>2016</b>	53,300	2,500	91,200	5,700	144,500	8,200
<b>2021</b>	55,500	4,700	96,700	11,200	152,200	15,900
<b>2026</b>	57,300	<b>6,500</b>	102,000	<b>16,500</b>	159,300	<b>23,000</b>

- 4.4 Table 4 shows the provision based on RSS levels of housing. The numbers will differ slightly from the calculations shown earlier on the requirements of Policy H1 since the model used direct inputs from the housing trajectory rather than theoretical annual average provision.
- 4.5 The total provision for the period 2011-26 based on a net nil migration scenario, shown in Table 5, is predicted to be **23,000** households. There is some debate on how to convert households to dwellings but for the

purpose of this Core Strategy, households have been translated directly into dwellings.

## 5.0 Other sources of information on housing requirements

5.1 Other sources of information and evidence on the requirement for housing in the plan area have also been considered and these are discussed below.

### *CLG Household projections*

5.2 The Department for Communities and Local Government (CLG) produces regular projections of households by area based on previous mid-year estimates of population. These projections are an important part of the evidence base for assessing future housing demand, and informing national and local policies on housing and planning. They are specifically referred to in PPS3 paragraph 33.

5.3 The 2008-based household projections were published in November 2010. These projections look to 2033 and, at the aggregate level, show slightly lower annual household growth than the 2006-based projections. While these projections do not provide an estimate at 2011 a rough approximation can be made using the 2008 and 2013 estimates. This shows growth of approximately 22,000 households for the growth area 2011-26, a very similar figure to the local net nil migration forecast on which the Core Strategy was based.

Table 6: CLG Household Projections (November 2010)

	<b>South Beds</b>	<b>Increase on 2011</b>	<b>Luton<sup>1</sup></b>	<b>Increase on 2011</b>	<b>Total</b>	<b>Increase on 2011</b>
2008	49,000		73,000		122,000	
<b>2011</b>	50,000	-	75,000	-	125,000	-
2013	51,000	1,000	77,000	2,000	128,000	3,000
2018	54,000	4,000	81,000	6,000	135,000	10,000
2023	57,000	7,000	85,000	10,000	142,000	17,000
<b>2026</b>	59	<b>9,000</b>	88,000	<b>13,000</b>	147,000	<b>22,000</b>

<sup>1</sup> Note that Luton Borough Council consider that the ONS population projections from which these household projections arise underestimates the population of Luton by approximately 10,000 persons as at 2010.

*Revised net nil migration projection*

5.4 A revised run of the net nil migration forecast was produced from the Bedfordshire Population Model in 2010 using the most recent population and demographic information available. This more recent forecast incorporates a number of changes from the previous version used by the Joint Committee and some of these changes have had a considerable impact on the output for the joint area. The results are set out below.

Table 7: Net nil migration forecast (households) (July 2010)

	South Beds	Increase on 2011	Luton	Increase on 2011	Total	Increase on 2011
<b>2011</b>	50,100	-	77,000	-	127,100	-
<b>2016</b>	52,400	2,300	82,000	5,000	134,400	7,300
<b>2021</b>	54,500	4,400	86,800	9,800	141,300	14,200
<b>2026</b>	56,100	<b>6,000</b>	91,400	<b>14,400</b>	147,500	<b>20,400</b>

5.5 The key change is in the way in which the number of households is calculated. In previous runs the model has taken the mid-year population estimates and applied a household size figure to produce the number of households in the area. For the more recent model run the number of households was derived from the 2001 Census plus net dwelling completions in subsequent years. This is arguably a more accurate method of calculation and has produced a household figure for Luton which has since been independently verified.

5.6 The result is a decrease in the number of households predicted at 2026 of 2,600. While this has not affected the content of the Core Strategy, it does suggest that the 23,000 dwelling figure in the Core Strategy is perhaps, if anything, more than might be required rather than less.

*Continuation of previous housebuilding trends*

5.7 A further option of looking at potential dwelling provision for the plan period is to look at previous completion rates in the area. The average annual completion figure for Luton over the ten years 2001-11 is 375 and for the southern part of Central Bedfordshire is 497. If these rates were to continue over the 15-year plan period the total increase in dwellings would be around 13,100.

5.8 While provision at this level would not reflect the ambitions of the two Councils for the area, it does illustrate the scale of increase in provision



being planned for through this Core Strategy. 23,000 dwellings over a 15-year period represents an increase of more than 75% over the scale of provision since 2001.

*Chelmer model*

5.9 A further source of information is the evidence for the now-suspended review of the East of England Plan to 2031. In the spring and summer of 2009 Cambridge Econometrics were commissioned by the East of England Regional Assembly to provide projections of population, households and labour supply through the Chelmer Population and Housing Model. This Chelmer model is a demographic/housing model developed by Anglia Ruskin University.

5.10 The model produced two scenarios – a “standard” run based on a continuation of short-term migration trends and a “zero-net migration” scenario based on a balance between the number of in-migrants and out-migrants to the region. The figures for Luton and southern Central Bedfordshire are set out below.

Table 8 – Chelmer “standard” run (households rounded to nearest hundred)

Area	2011	2026	Total change
Luton	76,000	82,900	6,900
South Beds	51,900	60,100	8,200
<b>Total</b>	<b>127,900</b>	<b>143,000</b>	<b>15,100</b>

Table 9 – Chelmer “zero net migration” run – households

Area	2011	2026	Total change
Luton	78,500	95,800	17,300
South Beds	51,000	55,900	4,900
<b>Total</b>	<b>129,500</b>	<b>151,700</b>	<b>22,200</b>

Table 10 – Chelmer “zero net migration” run – dwellings

Area	2011	2026	Total change
Luton	80,000	97,600	17,600

<b>South Beds</b>	52,300	57,400	5,100
<b>Total</b>	<b>132,300</b>	<b>155,000</b>	<b>22,700</b>

- 5.11 All three of the model runs produce figures that are lower than the proposed Core Strategy housing provision.
- 5.12 The “standard” run based on short-term migration trends is considerably lower than the zero net migration run, particularly in Luton where removing the effects of migration leads to an increase in households around two and-a-half times greater than otherwise. This highlights the peculiar nature of migration patterns in Luton, which is also evidenced in the Strategic Housing Market Assessment for Luton and Bedfordshire (SHMA – ref. H1.1 to H1.10).
- 5.13 The SHMA explains that migration accounts for a net loss of population in the Bedfordshire and Luton sub-region (paragraph 3.7) and Research Paper 3 (ref H1.5) goes on to explain the nature of migration in each housing market area. The overall picture is that in-migration occurs mainly in Luton, much of it single person households and mostly from London and internationally, and that out-migration takes place mainly to other parts of Bedfordshire but also to Milton Keynes and Northamptonshire.
- 5.14 There are two main impacts of this pattern of out-migration in terms of the Core Strategy. The first is a theoretical point in that a net nil migration projection may overestimate the scale of household formation. As with the Chelmer model runs shown above, if short-term migration trends were to be taken into account the household formation figures would likely be lower than when migration is discounted. The second impact is to reinforce the need for the increase in dwelling provision proposed in the Core Strategy to address the out-migration of families from the plan area and the social and environmental consequences that can cause.

*Overview*

- 5.15 A table and chart comparing the various evidence sources is attached as appendix 1. This has not been an exhaustive review of all evidence sources but those sources consulted have yielded a lower projected household growth than that planned for in the Core Strategy and considerably lower than that planned for in the East of England Plan. This, in itself, is not surprising as the approach in the East of England Plan, and indeed the Sustainable Communities Strategy of 2003, was of targeted growth at certain key locations in order to take the pressure off other parts of the region. The evidence from Adrian Cannard describes this in more detail.

- 5.16 The Core Strategy response is not to further lower the housing provision levels for the area but to focus on the considerable and unique housing pressures that exist in the plan area. The evidence suggests that the Core Strategy housing provision levels do this and may even provide a modest surplus that can play a part in meeting wider sub-regional needs in line with the East of England Plan.

## **6.0 Reasons for selecting a net nil migration approach**

- 6.1 The paragraphs above have sought to explain the origin of the submitted Core Strategy's housing provision, to compare it with the requirements of Policy H1 of the East of England Plan and to explain how it relates to other sources of evidence on the need for housing in the plan area.
- 6.2 The decision of the Joint Committee in July 2010 to proceed with a joint Core Strategy on a net nil migration basis was taken at a time when Regional Strategies had been revoked by the Secretary of State. Although this revocation was subsequently overturned by the courts, the advice at the time was that Local Authorities were now responsible for determining an appropriate level of development for their localities based on the best evidence available. The Joint Committee recognised that there was no single established method of identifying what might be an appropriate and justifiable "local" level of required housing development but that the net nil migration forecast appeared a reasonable approach.
- 6.3 The Localism Bill, the contents of which had already been much discussed, heralded the way forward in terms of a new way of delivering development through local decision-making and through incentives such as the New Homes Bonus scheme. The expectation locally was that this new approach would lead to a corresponding shift in plan-making at the local level.
- 6.4 Not only did the revocation, and subsequent abolition, of Regional Strategies provide greater freedom for local determination of housing numbers, it also meant changes in the dynamics of cross-boundary working, particularly in relation to the previously preferred direction of growth east of Luton. With Local Authorities now free to determine local housing provision, North Hertfordshire District Council were also free to choose whether to deliver development east of Luton and, crucially, to make that decision in the absence of a Regional Strategy that set the context for such growth. On this basis it was entirely appropriate that a re-evaluation of the basis of the Core Strategy took place.

- 6.5 Not only does the Localism agenda mean a change in the way growth is planned for, it also means a change in the way it is funded. The evidence from Adrian Cannard highlights the way in which the previous approach embodied in the East of England Plan of targeting development to specific growth areas, accompanied by the promise of increased funding for infrastructure, has been swept away and replaced by a new regime of local growth needs supported by local incentives. There is no guarantee that funding for major infrastructure items would be forthcoming in the way previously expected and established in the East of England Plan. This is evidenced at the local level by the change in approach to funding the A5/M1 link.
- 6.6 These issues, together with the completely changed financial situation of a global recession and austerity measures, meant a very different environment for strategic planning from that anticipated by the East of England Plan and that therefore warranted a fresh consideration of the approach.
- 6.7 These issues were considered by the Joint Committee as part of their determination and endorsement of the Pre-Submission Core Strategy.

## **7.0 Conclusions**

- 7.1 The Joint Committee recognised the need to re-examine the role of the Core Strategy (given the circumstances outlined above), to ensure that it prioritised meeting locally arising housing needs which are acute and critical for the area, as evidenced in the SHMA.
- 7.2 There is a firm consensus that a coordinated planning approach across administrative boundaries is essential because of the limited physical and community infrastructure capacity of the urban areas, green belt constraint, and the need to ensure sustainable communities are delivered within urban extensions.
- 7.3 A net nil migration approach was endorsed as the most appropriate way forward in the circumstances and a 15-year horizon was adopted because of the uncertainties over delivery beyond 2026 i.e. a constrained financial future likely to severely affect public and private investment decisions.
- 7.4 Nevertheless, the Submission Core Strategy represents a significant increase in development over past rates and will play a considerable part in addressing the social and economic challenges faced by the area and will set the context for the delivery of a more sustainable future.

**Appendices**

Appendix 1 – Comparison of projected household change (2011-26) derived from different methodologies

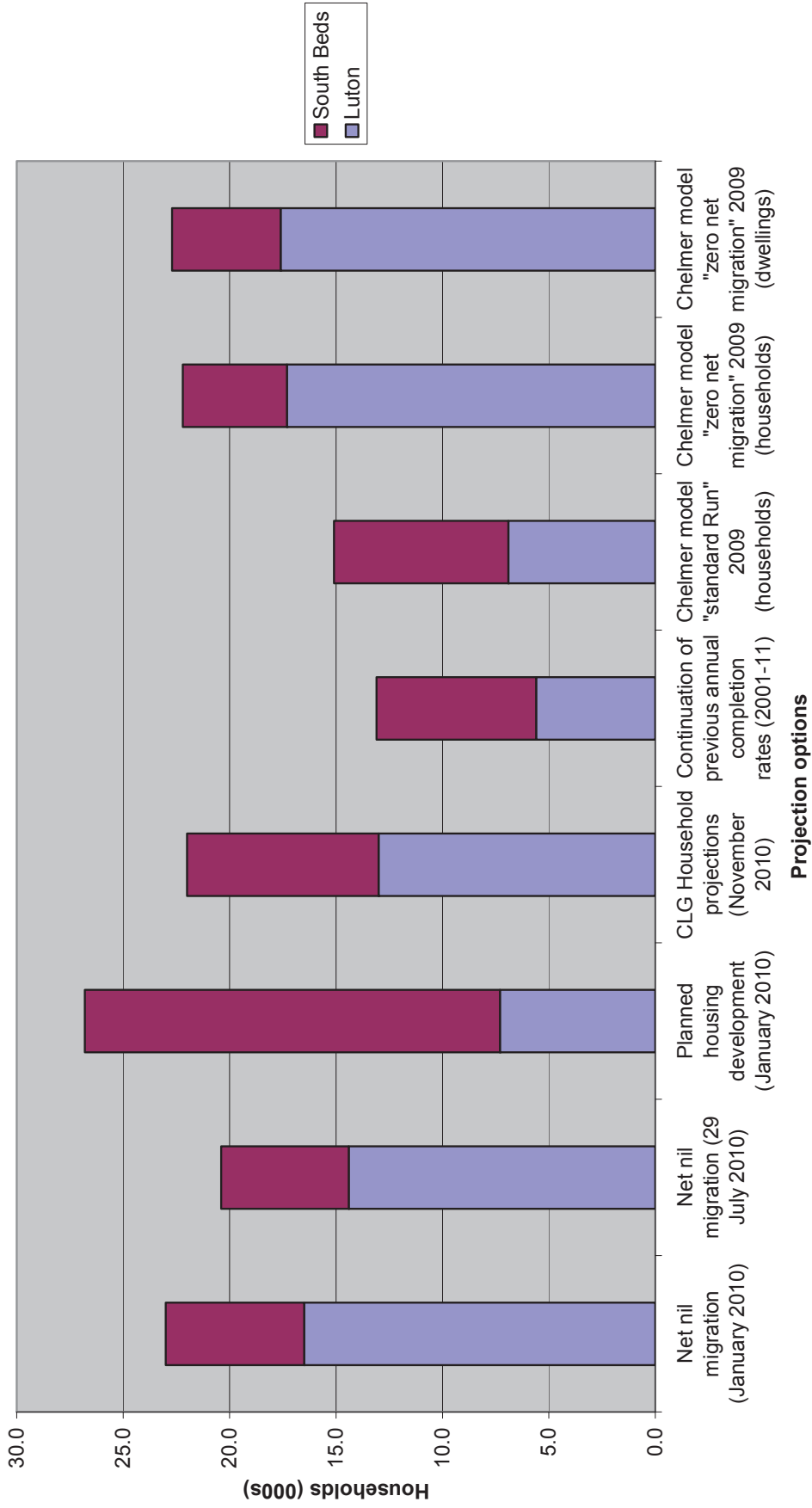
**Appendix 1 – Comparison of projected household change (2011-26) derived from different methodologies**

<b>Model</b>	<b>Table no. (see above)</b>	<b>Luton</b>	<b>South Beds</b>	<b>Joint area total</b>
Net nil migration (January 2010)	5	16,500	6,500	23,000
Net nil migration (29 July 2010)	7	14,400	6,000	20,400
Planned housing developments (January 2010)	4	7,300	19,500	26,800
CLG Household projections (November 2010) <sup>2</sup>	6	13,000	9,000	22,000
Continuation of previous annual completion rates (2001-11)	N/A	5,600	7,500	13,100
Chelmer model "standard Run" 2009 <sup>3</sup> (households)	8	6,900	8,200	15,100
Chelmer model "zero net migration" 2009 (households)	9	17,300	4,900	22,200
Chelmer model "zero net migration" 2009 (dwellings)	10	17,600	5,100	22,700

<sup>2</sup> 2011 figures taken as a mid-point between 2008 and 2013 figures

<sup>3</sup> 2026 figures for all Chelmer model runs taken as a mid-point between 2021 and 2031 figures

Comparison of projected household change 2011-26



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**Luton and southern Central Bedfordshire Core Strategy  
Submission March 2011**

**Background Paper 1a: Housing numbers –  
Strategic Housing Land Availability  
Assessment  
6 May 2011**

**Author: Jake Kelley, Luton and southern Central Bedfordshire Joint Technical  
Unit**

## **Background Paper 1a: Housing numbers – Strategic Housing Land Availability Assessment**

### **1.0 Inspector's concerns (paragraph 32 of letter dated 15 April 2011)**

*“On housing numbers, the Strategic Housing Land Availability Assessment (SHLAA) is not directly related to the housing numbers now proposed in the CS, and appears to be based on the RS requirements with different plan period dates. This is a point allied to the RS general conformity issue above. I also do not know if the SHLAA takes account of the Government's recent changes to PPS3 policy on garden land and housing density, but it seems unlikely from the dates given. I think, therefore, that an updated SHLAA is necessary. I notice that some provision in the CS and the Housing Trajectory is made for elements variously called “additional urban capacity” and “unallocated growth in villages”. I am not sure whether these are windfall figures which are allowed by the advice in PPS3. This could be explained in a background paper.”*

### **2.0 Summary of JTU Response**

- The SHLAA remains a useful indication of housing land availability during the plan period.
- An update of the SHLAA will be undertaken later in 2011 to provide an up-to-date position.
- The Site Allocations process will identify sites in both the rural and urban areas to contribute to housing provision identified in the trajectory.

### **3.0 Clarification on SHLAA approach**

- 3.1 The November 2009 SHLAA update (document H3) was produced at a time when the East of England Plan housing targets were the point of reference. It still serves its primary function of assessing the availability of land for housing, irrespective of whatever housing targets are in place at any given time.
- 3.2 To keep the study manageable, a full site assessment is undertaken only on sites that are considered able to support 10 or more dwellings. This consideration is based either on details from planning permissions or (where no permission exists) a site area of at least 0.2 hectares. The site area is based on a premise of 50 dwellings per hectare, informed by policy H3 of the Luton Local Plan 2001-2011 (BD11). The SHLAA has never used minimum densities based on PPS3 but on local planning policy.
- 3.3 As the SHLAA focuses on sites of at least 0.2 hectares, this excludes the majority of gardens, especially in urban areas. Gardens would only be likely to feature in the SHLAA where a planning application for such development has been approved.

- 3.4 An updated SHLAA is not necessary in light of PPS3-related concerns, though is required as a matter of good practice in maintaining records. The JTU expect to produce an updated SHLAA by end August 2011.
- 3.5 The Housing Provision Technical Note (H4) describes the rationale behind the 'unallocated growth in villages' and 'additional urban capacity. For the villages, sites will be allocated through the Site Allocations process to meet the rural allocation in CS22. The Site Allocations process will also seek to allocate as much of the 'additional urban capacity' as is possible at that time, although there will inevitably be an element of windfall as part of provision. One of the main sources of this additional urban capacity will be a reconsideration of employment sites that have been found not fit for purpose through the Employment Land Review work by Halcrow (EC1.1) and Nathaniel Lichfield and Partners (EC2).
- 3.6 Paragraphs 4.19 to 4.23 of the April 2009 SHLAA (H2) describe how a further 5,446 units could be added to urban capacity if gardens, small parcels of land and alternative methodologies were utilised.

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**Luton and southern Central Bedfordshire Core Strategy  
Submission March 2011**

**Background Paper 2: Employment  
6 May 2011**

**Author: Kevin Owen, Luton and southern Central Bedfordshire Joint  
Technical Unit**

## Background Paper 7: Employment

### 1.0 Inspector's concerns (paragraph 7 of letter dated 15 April 2011)

*“Similarly, the CS appears to provide for a different (lower) natural population increase employment growth level than that in the RS. The reasons for this need to be explained, together with an explanation of the calculation of the RS policy E1 indicative [my emphasis] target figure for the CS plan period and how the CS figures are calculated from the Employment Land Reviews. I do not understand the explanations given in Document EC5 which are not easy to relate to the employment proposal in policy CS1 and its paragraphs 3.33 to 3.35 and Table 3.2, and which do not clearly explain the need for contingency employment land or its distribution.”*

### 2.0 Summary of JTU Response

#### **The evolution of the regional /sub regional jobs target**

- The regional indicative employment target was 12,000 jobs for Luton and 600 jobs for South Bedfordshire to 2001 to 2021 and an indicative 7,400 jobs 2021 to 2031 in the MKSMSRS (Document BD 7)
- The adopted RSS (Document BD 8) Policy E1 revised the indicative target to 23,000 jobs 2001 to 2021 (no revision beyond 2021).
- Thus total job provision  $23,000 + 7,400 = 30,400$  jobs 2001 to 2031

#### **Translated in to a Preferred Options Core Strategy jobs target**

- The Issues and Options consultation (document JCS 10) and the Preferred Options Core Strategy (Document JCS 11) planned for 35,000 jobs target based on policy E1; 23,000 to 2021 but with a roll forward of the target to 2031 i.e. 12,000 jobs or (11,500 rounded up)

#### **Tested by the local evidence studies Employment Land and Market reviews**

- The joint Employment Land Review (Document EC 1.1) and the subsequent Market Assessment (Document EC 2) both assessed the jobs targets set out in the Issues and Options and Preferred Options Core strategy above i.e. 35,000 jobs 2001 to 2031 and established a need for a portfolio of about 160 ha of land.

#### **Translated into a reduced jobs target but increasing the ratio**

- The Pre-Submission Core Strategy (Document JCS 1) jobs requirement resulted in a reduced employment target of 28,300 jobs and requirement of 134 Ha of land based on local need (i.e. aligning

jobs to match the future supply of labour driven by a net nil household provision)

- A reduction in employment target and timescale (15 yrs) nevertheless increased the homes to jobs ratio to from 0.8 (Preferred Options Core Strategy) to 1.2 in the Pre submission Core Strategy and is consistent with the aspiration to reduce commuting out of the area
- The ratio increase is largely a consequence of the demographic approach under the NLP study (Document EC2) which takes more account of population and economic activity rates compared to a simple relationship of employment demand targets to planned housing provision under the Preferred Options Core Strategy
- The economic aspiration within the Pre – submission Core Strategy is consistent with coalition Governments economic policies e.g. 'Going for Growth: Our Future Prosperity' (Dept BIS) and is taking a prudent strategy in an uncertain economic future; arising from the 2008 recession, global banking crisis financial austerity programme; policies on retirement and impacts of unemployment on younger generations

#### **Conformity with the RSS and MKSMSRS**

- The revision to the indicative jobs targets is in conformity with the regional framework - Policy 2 b) of MKSMSRS (Document BD 7) expressly states that indicative targets and uncommitted planning assumptions beyond 2021 (i.e. 7,400 jobs) are to be tested by the LDF
- Policy E1 of the adopted RSS14 'East of England Plan' (Document BD 8) also states that the 23,000 jobs target to 2021 is 'indicative' and regarded as a reference value for monitoring.

#### **Strategic Site allocations**

- The Century Park Extension (35 Ha) and Sundon Quarry Rail freight Interchange (40 Ha) is part of the land portfolio identified and assessed within the Halcrow (Document EC 1.1) and Nathaniel Lichfield & Partners (Document EC 2) studies
- formerly part of the proposed Eastern Urban extension, the Century Park extension was retained because of its significant strategic role adjacent to the Airport thus facilitating an economic driver and regional gateway
- Sundon Quarry – although not allocated; pending further environmental impact assessment and so not excluded from the green belt, is retained because of its significant rail freight interchange capacity at this location having unique modal interchange opportunities

2.1 A history of the changes to the indicative jobs target is set out in appendix 1 at the end of this paper.

### **3.0 Indicative Jobs target – Milton Keynes South Midlands Sub-Regional Strategy**

- 3.1 Policy 2(b) of the MKSMSRS (Document BD7) provides the policy context for the Luton/Dunstable/Houghton Regis conurbation and for Leighton Linslade but does not relate to the rural part of southern Central Bedfordshire. It states:

*“The levels of development proposed require a significant increase in employment and will be monitored against an increase in employment of 12,000 jobs in Luton Borough and 600 jobs in South Bedfordshire District in the period to 2021. The forthcoming review of the RSS for the East of England (The East of England Plan) will provide the earliest opportunity for these figures to be reviewed.*

*Subject to testing through LDDs, land should be safeguarded for a further 15,400 houses and 7,400 jobs in the period 2021-2031, although allowances should be made within these figures for continuing recycling of urban land after 2021. These longer-term figures should be regarded as uncommitted planning assumptions purely for the purpose of the Green Belt reviews and will be subject to further review at an appropriate future date.”*

### **4.0 Indicative Jobs target – East of England Plan**

- 4.1 Policy E1 of the East of England Plan (Document BD8) replaced the indicative jobs target in the MKSMSRS with a new indicative target of 23,000 jobs between 2001 and 2021. This target applied to the whole of the Luton and South Bedfordshire (now southern Central Bedfordshire) area and included the residual rural area not covered by the MKSMSRS.
- 4.2 This target was derived from the Joint Economic Development Strategy (JEDS) published in June 2005 by the Bedfordshire and Luton Economic Development Partnership (BLEDP). It aimed to transform the economy of the area and set out key local priorities which would boost economic capacity through the local employment land portfolio, economic growth sectors and key infrastructure interventions, including the airport as an economic driver helping to deliver an economic step change (the critical drivers are summarised in the Joint Employment Land Review (EC1.1)).
- 4.3 In addition, national employment statistics support the case for the 23,000 jobs ‘aspiration’. The annual Census of Employment 2001-2007 data suggests that structural changes were contributing to a recovery in jobs performance within Luton (in particular service sector jobs compensating



for structural manufacturing decline), although the employment performance in southern Bedfordshire is weak and declining.

- 4.4 In taking on the JEDS employment target however, the East of England Plan recognised the uncertainty over jobs forecasts as “the evidence was not sufficiently robust” (Document BD 8, para 4.6) and described the indicative targets as “reference values for monitoring” (para 5.156; East of England Plan – Report of the Panel Vol I June 2006).
- 4.3 The Bedfordshire Local Authorities supported the revised figure of 23,000 jobs for Luton and South Bedfordshire on the basis of local evidence and a need to minimise the need for commuting (Para 5.156 East of England Plan Report of the Panel vol 1 2006).
- 4.4 This new indicative jobs target altered the jobs-to-home ratio to a more sustainable balance (i.e. the MKSMSRS jobs-to-homes ratio was 0.4 whereas the East of England Plan jobs target increased this ratio to 0.8). This addressed the concern that too low a target would lead to pressure for unsustainable out-commuting.

## **5.0 Core Strategy Issues and Options consultation and Joint Employment Land Review**

- 5.1 To test and develop the indicative regional jobs targets to 2021 and to 2031, the Joint Committee published the Issues and Options consultation in June 2007 (Document JCS10) which proposed making provision for 23,000 jobs to 2021 and a roll forward of these provision levels to 2031 (i.e. 12,000 jobs). This reflected the provisions of East of England Plan Policy but also local economic aspirations and concerns regarding the balance between homes and jobs.
- 5.2 At this time the Joint Committee commissioned Halcrow consultants to undertake a Joint Employment Land Review (ELR), which was subsequently published in 2008 (Document EC1.1 & 1.2).
- 5.3 The ELR methodology produced a set of controlled sectoral employment forecasts (Experian Business Strategies) in order to meet the aspiration of delivering 23,000 jobs to 2021, compared with the ‘business as usual’ trend forecasts. The scenarios produced were:
  - *Scenario 1: Business As Usual (continuation of existing economic trends)*
  - *Scenario 2: Business As Usual + Airport constrained growth.*
  - *Scenario 3: RSS (JEDS 23,000) target +Airport runway expansion (31mppa by 2031)*

- *Scenario 4: RSS (JEDS 23,000) target + constrained growth (16mppa by 2031).*

- 5.4 These scenarios to 2021 drive the mix and proportion of B class uses, and therefore the policy options for determining the appropriate land portfolio requirements. However, beyond 2021 the pro rata jobs 12,000 provision was also tested as discussed below.
- 5.5 The existing stock of business and industrial land was analysed to assess whether it was fit for purpose. Some 40 ha of land was considered unfit and added to the forecast B class land demand to 2021. This established a net requirement of between 114ha and 119ha, assuming Scenarios 3 and 4 respectively (page vii and page 67; document EC1.1).
- 5.6 This land requirement is a product of, firstly, the structural change in employment demand over the plan period and, secondly, the release of existing unfit stock (42 ha) (page 98, para 7.3.3, document EC1.1). The study also comments that the majority of the 23,000 jobs would be supplied by non B jobs (16,000 – 17,000 jobs by 2021) (EC1.1, para 4.2.2).
- 5.7 Scenarios 1 and 2 were discounted as not appropriate or sustainable given the need to deliver the East of England Plan/JEDS economic aspirations (EC1.1, section 4.2).
- 5.8 For the period 2021-2031 the roll forward provision of 12,000 jobs was tested and generated a need for an additional 44ha of land for uses within Class B. This figure should be treated with caution as uncertainties in economic forecasting beyond 10 years means this is only an extrapolation of the Scenario 3 and 4 forecasts. However, the extrapolation suggests an increasing structural demand from B2 uses reflecting a less pronounced decline in traditional manufacturing sectors beyond 2021 (EC1.1, page v and page 67).
- 5.9 The land portfolio recommended to address the net land requirement is based on the potential expansion sites identified by the Issues and Options consultation. These 13 sites, labelled A to M, were estimated to supply around 106 ha for employment land purposes (EC1.1, page 100).
- 5.10 The conclusions in section 7.4.3 (page 108) set out the recommended expansion areas for employment purposes. For Luton these include the eastern part of Area I, Area M and an additional site at Junction 10a, although the need for land at Junction 10a would depend on the eventual growth at the airport.

5.11 Area L to the east of Luton is not recommended because it would be a competitor to the need to build out commitments at Century Park and Butterfield. However, for the longer term, subject to the success of delivering the existing commitments, Area L has the potential to service the airport and provide B1 use class premises (page 106).

5.12 In addition to these expansion areas, the additional sites proposed and assessed (pages 101 to 107) owing to their strategic potential for employment development are as follows:-

- Land at Junction 12 (M1) which was being promoted as part of the relocation of Luton Town Football Club and included B8 warehouse development.
- Land at Sundon Quarry which was being promoted for a Strategic Rail Freight Interchange with principally B8 development
- Land at Junction 10a (M1) which was being promoted for a range of uses including B1 uses.

## 6.0 Core Strategy Preferred Options jobs target

6.1 Following the Issues and Options consultation, the Preferred Options Core Strategy (JCS11) was published in April 2009. It planned for the following over the 30 year period:

**Table 1: Preferred Options Core Strategy Indicative jobs Target**

Core Strategy Area	2001-2021	2021 - 2031	2001-31
Jobs target	23,000	12,000*	35,000
B Class Employment land provision	114-119ha	44ha	158 - 163ha

\*Based on the multiplier of 23,000 job annual average 1,150 pa x 10 = 11,500, rounded to 12,000 jobs.

6.2 This included the delivery of strategic employment sites with mix of employment uses:-

- Land in and around Butterfield and London Luton airport including land in the preferred urban extension to the East of Luton in north Hertfordshire District
- Land within and adjoining the preferred sustainable urban extensions around the proposed M1 and Junction 11a; and
- Land at Sundon Quarry subject to suitable access and an appropriate mitigation of the neighbouring SSSI.

**7.0 Core Strategy Preferred Options consultation and the Employment Land and Market Assessment Study**

- 7.1 The Employment Land and Market Assessment Study (2010) undertaken by Nathaniel Lichfield and Partners (Document EC2) assessed the Preferred Options portfolio of site development opportunities and the associated policy interventions required to deliver new sites and regenerate the existing stock of employment land. This was in order to determine the rate and phasing of land provision that the market could deliver, as this was not within the original Halcrow study brief. A view was also given of the long-term employment ‘aspiration’ for the area.
- 7.2 The overall conclusion from the study was that the Preferred Options portfolio of new sites would generate enough B class jobs to cover planned housing growth i.e. 19,700 to 21,400 B class jobs by 2031. This was the case despite the study’s conservative assumptions about the contribution from the pipeline of existing sites, the market perspective and changing commuting levels.
- 7.3 Typically, the current sectoral breakdown of total jobs indicates that around 42% are B class jobs suggesting that the B class jobs target would be 14,700 jobs by 2031. The remaining 58% of the 35,000 jobs target come from non B class jobs (EC2, para 8.15). The Halcrow study also pointed to the significant contribution of non B class jobs to 2021: 16,000 of the total 23,000 jobs.
- 7.4 The NLP study considered that any risks of the Preferred Options development sites not coming forward within existing timescales should be considered against (subject to the market) increasing jobs yields through higher densities and a more intensive mix of uses (e.g. B1 office), or other job sources. The other alternatives being allowing for increased out-commuting or altering housing provision to reduce need (EC2, para 8.17). Failing these measures, the study recommends bringing forward at least one of the contingency sites (EC2, para 8.18).
- 7.5 Turning to the portfolio of sites, page 1 of the Executive Summary sets out the ‘market led’ table with an assessment of delivery timescales and conditions, which covers the portfolio of sites (150 ha).
- 7.6 This portfolio includes:
- Sundon Quarry (40 ha); and
  - East of Luton (35 ha).

- 7.7 There is also the option of including further contingency sites (100 ha). Only Junction 10a and West of Luton are categorised as contingency sites, although the study was doubtful about the employment credentials of land West of Luton on the basis of accessibility and the merits of the other sites considered.
- 7.8 The longer term 'aspiration' table is on page 2 of the Executive Summary with a portfolio of 146 ha and the same contingency provision.
- 7.9 Page 60 sets out the assessment and interventions for the Sundon Quarry 40 ha rail freight terminal. Page 61 assesses the East of Luton extension clarifies that it is in the context of the housing and employment extension into North Hertfordshire involving a 35 ha extension to Century Park.
- 7.10 It is worth noting that the West of Luton and Junction 10a contingency provision identified within the NLP study are discounted by the subsequent Sustainability Appraisals and do not survive as proposals into the Pre-Submission Core Strategy.
- 8.0 Core Strategy Pre-Submission - paragraph 3.33: the reduced 15-year indicative jobs target (Document EC 5).**
- 8.1 "Background Paper 2: Housing numbers" outlines the reasons for the Joint Committee adopting a different level of housing provision and 15-year plan horizon, to reflect the requirement to meet locally arising housing need as a priority.
- 8.2 With a net nil migration housing projection and 15-year plan, there is a reduced housing requirement and therefore the NLP methodology within EC2 can be re-applied to calculate the new reduced need for jobs, in order to balance the provision of housing and jobs (Paper EC2).
- 8.3 The NLP approach in the 'Housing and Employment Alignment Spreadsheet' was to calculate the need for jobs based on demographic factors applied separately in the two parts of the plan area i.e. Luton and southern Central Bedfordshire. The housing trajectory was converted to a population increase in each area using average household size. The number of employees was calculated from the population by applying average figures on the proportion of the population of working age, and then the proportion of those that are economically active.

- 8.4 Similarly, the resulting number of workers generated by housing provision was converted to a land requirement by separating out the B class jobs from non B class jobs, then applying a floor space requirement based on floor space worker ratios. A land requirement was then generated based on average plot ratios.
- 8.5 The NLP spreadsheet for calculating the jobs and land requirement for the Preferred Options was amended according to the June 2010 Housing Trajectory dwelling provision i.e. based on the net nil forecast to 2026 (23,000 dwellings). The spreadsheet re-calculates the population and the resulting economically active households, and jobs requirement. The recalculated spreadsheet tables are set out in Paper EC5.
- 8.6 From the table in Paper EC5, this method calculated the need for 28,300 jobs up to 2026 across all sectors (19,000 by 2021 and 9,300 by 2026) compared to the Preferred Options total of 35,000 jobs up to 2031.
- 8.7 The reduction also reduces the B use class land requirement i.e. a need for 90 ha in the period 2011 to 2021 and a further 44 ha in the period 2021 to 2026. In total this equals 134 ha which equates to a reduction of 26 ha compared to the Preferred Options target of 160 ha during the period 2001 to 2031.
- 8.8 While there is a reduced jobs need and land requirement, this method results in a higher ratio of jobs to housing compared to the Preferred Options Core strategy i.e. the ratio increases from 0.8 to 1.2 jobs per home.
- 8.9 This increase is a result of the change in emphasis to using a supply-led or demographic method of calculating jobs based on need i.e. population levels of economic activity, compared to a simple demand set of employment forecasts matched to a planned number of households used in the Preferred Options and the Halcrow study.
- 8.10 For comparison, on a pro rata basis to 2026 the Preferred Options approach would calculate a dwelling requirement of 24,750 dwellings and an employment target of 17,500 jobs providing a home to jobs balance ratio of 0.7.

8.11 The advantage of the revised NLP approach is that it results in a better alignment with need. In addition, this approach accords with the economic and financial uncertainty over the coming plan period and will ensure that sufficient opportunities will arise to deliver the aspiration for a step change in economic performance and anticipated changes in economic activity driven by:

- recession, unemployment, an austerity budget and the banking crisis
- need for step change – jobs for younger population and ageing households
- Government policies on retirement age

8.12 It can be argued that the land requirement of 134 ha can be regarded as the 'high bookend' for provision. This is because the population model behind the net nil forecast also supplies direct population outputs as discussed below, which can be used to provide a 'lower bookend' requirement.

## **9.0 Net Nil Migration Forecasts (2010)**

9.1 The Bedfordshire Population Model run in 2010 showed that under a net nil migration scenario there would be growth of 23,000 households in Luton and southern Central Bedfordshire between 2011 and 2026. This was derived from the total population growth under the same scenario of 36,000 people.

9.2 The NLP (EC2) methodology for calculating a jobs requirement from a given number of dwellings was specifically developed for analysing new developments and, in particular, the issue of balancing new homes and jobs provision as part of that development. When applying this methodology to a wider urban area it is important to recognise the impact of falling household size across the area and the effect this has on the scale of overall population increase.

9.3 The net nil migration forecast predicts a total population increase for the joint area of 36,000 people. The NLP methodology can then be used to identify the working age population and the proportion of those who are economically active.

**Table 2: Revised employment calculation based on net nil migration population increase**

	<b>Total</b>
Dwellings (from net nit migration forecast)	23,000
Population (from net nit migration forecast)	36,000
Working age % - average figure of 63.3% (Luton) and 63.1% (South Beds)	63.1%
Working age population	22,716
Economically active % - average figure of 74.9% (Luton) and 87.5% (South Beds)	81.2%
Economically active population	18,445
B Jobs % - average figure of 50.8% (Luton) and 45.9% (South Beds)	48.35
Total B jobs	8,918
B jobs land (ha)	89ha

Footnote – because the 36,000 population growth will be spread across the joint area an average of the figures for the proportion of working age, economically active and B jobs was used

- 9.4 As can be seen, this adapted approach to deriving the employment land to match population growth produces a need for around 89 hectares of land for the B use classes. This could be considered to provide a lower bookend figure and would be based on providing the number of jobs needed to match to population increase. It would clearly have less impact in terms of reducing the current level of out-commuting and would be less reflective of the authorities' ambitions to increase the quantity and quality of employment provision for regeneration purposes.

**10.0 Delivering employment land – Core Strategy Pre-Submission paragraphs 3.34 and 3.35 (Table 3.2)**

- 10.1 The employment provision, distribution and portfolio of sites set out in paragraphs 3.34 and 3.35 of the Pre-Submission Core strategy represent a step-change in employment provision and reflect the economic ambitions for the area. This stance is generally supported with comments



from the East of England Development Agency (EEDA) at all of the core strategy consultation stages (see appendix 2).

10.2 These sites are set out below:

**Table 3: Indicative scale of new employment land**

<b>Area</b>	<b>2011-26</b>	<b>Post-2026</b>
North of Houghton Regis SSSA	30 ha	10 ha
North of Luton SSSA	13 ha	7 ha
East of Leighton Linlade SSSA	16 ha	-
<b>SSSA sub-total</b>	<b>59 ha</b>	<b>17 ha</b>
East of London Luton Airport*	35 ha	-
Sundon Quarry	40 ha	-
<b>Total</b>	<b>134 ha</b>	<b>17 ha</b>

\*Century Park Extension

- 10.3 The main element of new B use class provision is within the proposed urban extensions. A total of 59 ha can be delivered by 2026 from the urban extensions. In addition, potential has also been identified at land east of Luton and at Sundon Quarry. There are particular circumstances that surround these potential locations and their delivery is less certain.
- 10.4 The Century Park extension reflects the importance given to the airport as an economic driver critical for generating employment, regardless of the withdrawal of the housing element to the east of Luton.
- 10.5 The Sundon Quarry proposal reflects opportunities presented by a unique set of factors which will only arise in that location i.e. the opportunity for significant rail and road freight interchange. The proposed amendments to the Core Strategy's Contingency Plan address the delivery of these sites and what will happen should they not come forward as anticipated.
- 10.6 In broad terms should either Sundon Quarry or land east of Luton airport not come forward as expected then the overall employment provision would still be above the lower bookend figure described above of 89ha. Under this scenario, the contingency provision within the two SSSAs could be brought forward to supplement the supply.

- 10.7 However, should both Sundon Quarry and land east of Luton airport not come forward, the employment provision would fall below the lower bookend and a consideration of additional sites would be needed. The Contingency Plan now sets out how this would take place through a review of the Core Strategy.
- 10.8 It is important to note that the footprint of the proposed urban extensions to the north of Luton and to the north of Houghton Regis must allow for contingency when considering the need for reviewing the green belt beyond 2026 to 2031 in accordance with the MKSM SRS (policy 2b).

### **11.0 Conclusion**

- 11.1 The revised calculated need for employment land and jobs targets based on a net nil housing forecast is in accordance with the existing sub-regional planning framework set out in the East of England Plan and the MKSM SRS which accept the indicative nature of jobs targets and expressly require them to be tested through the LDF process.
- 11.2 The nature of economic forecasting is difficult beyond 10 years and driven by many complex factors, not least floor space/ worker ratios and employment densities (plot footprint). Such factors are sensitive to the market and long-term change. It is therefore prudent to regard targets as indicative and to allow an element of contingency. This will be essential in order to respond to delivery issues within the 15-year plan period, in accordance with PPS12, and for reviewing the Green Belt beyond the plan period in accordance with PPG2.
- 11.3 While the portfolio of land in the Pre-Submission Core Strategy includes the Century Park Extension and Sundon Quarry Rail Freight Interchange, these proposals are meeting key strategic development opportunities and underpin economic drivers; London Luton Airport on the one hand and sustainable development and modal shift requirements on the other.
- 11.4 The Pre-Submission Core Strategy is therefore consistent with the coalition Government's economic policies e.g. 'Going for Growth: Our Future Prosperity' (Department for Business, Innovation and Skills) and is taking a prudent strategy in an uncertain economic future; arising from the recent recession, global banking crisis, financial austerity programme, policies on retirement and impacts of unemployment on younger generations.

## **Appendix 1: History of changes to indicative Employment Target**

### March 2005 MKSMSRS (Document BD 7)

- Target of 12,000 jobs for Luton and 600 jobs for southern Central Bedfordshire to 2021 and 7,400 jobs to 2031

### June 2007 Issues and Options June 2007 (Document JCS 10):

- Employment targets 2001 to 2021 guided by the emerging Policy E1 RSS14 (Document BD 8): 23,000 jobs to 2001 to 2021
- Introduces a proposed pro rata revision (rounded) of 12,000 jobs 2021 to 2031
- totalling 35,000 jobs 2001 to 2031
- A land requirement of 106 ha to 2021 and 55 ha to 2031.
- In total 161 Ha B1-B8 provision 2001 to 2031

### May 2008 RSS14 East of England Plan (Document BD 8)

- Policy EC1 adopted – 23,000 jobs to 2001 to 2021

### January 2008 Joint Employment Land Review Study; Halcrow (Document EC 1.1)

- assesses 35,000 jobs and 13 expansion areas
- assessment of existing supply and stock of land including losses
- Scenarios 3 and 4 preferred:-

Scenario 3 RSS (JEDS 23,000) target +Airport runway expansion (31mppa by 2031)

Scenario 4 RSS (JEDS 23,000 target +constrained growth (16mppa by 2031).

- requiring 23,000 jobs and a portfolio of 119 ha to 114 ha to 2001 to 2021
- concurs with the pro rata revision of 12,000 jobs 2021 to 2031 on the basis of an extrapolation of the Scenarios 3 and 4 with structural growth (B2 declining less) requiring +44 ha of land 2021 to 2031
- In total recommending a land portfolio of up to 163 ha 2001 to 2031
- Takes into account fit for purpose existing stock of employment land
- Recommends East of Luton employment provision (as part of the housing Urban Extension)
- Recommend Sundon Quarry location as Strategic Rail Freight Interchange

### April 2009 Preferred Options (Document JCS 11)

- Proposes to plan for the indicative employment and land targets set out in the Halcrow Study (Document EC 1.1) above

March 2010 Luton and south Bedfordshire Employment Land Market Assessment

- Assesses deliverability of the Preferred Options targets and proposed land portfolio against the market delivery and phasing (with less capacity for B1 generation) against the longer term sub regional 'aspiration' (greater assumed contribution of B1 jobs on land portfolio)
- Assesses the proposed portfolio to be broadly adequate to balance jobs and housing
- Recommends any delivery risks be addressed via changing densities and mix of uses or other identifying job sources or reducing need (via housing or commuting) – otherwise bring forward contingency sites
- Confirms Sundon Quarry and Century Park extension as part of the land portfolio
- West of Luton and Junction 10a are identified as additional contingencies

November 2010 Pre-Submission Core Strategy (Document JCS 1)

- Adopts a reduced net nil housing requirement over a shorter 15 year period 2011 to 2026
- applies the NLP Study (Document EC 2) methodology to derive the consequent supply of labour requiring jobs driven by demographic and economic activity rates
- revises the employment target to 19,000 by 2021 and 9,300 by 2026
- in total 28,300 jobs 2001 to 2026
- requires a reduced land portfolio of 134 Ha 2011 to 2026

## **Appendix 2: East Of England Development Agency Comments**

Issues and Options: EEDA Refer to the Regional Economic Strategy 'A Shared Vision the Economic Strategy for the East of England (RES 2004) and the need for the Core Strategy to support the improvement of port, airport and transport infrastructure to create corridors of economic activity and sustainable communities (RES page 96) EEDA specifically refer to the RES sub regional policies d.) i.e. working with Luton airport operations to support and harness the growth of the airport to capture associated economic benefits for existing business and encourage inward investment. Also there is a reminder that the Airport is an strategic transport gateway for the region and a driver for sub regional growth.

Preferred Options: EEDA refer to 'Inventing Our future' (RES 2008) and comments that LDFs must address the objectives of the RES and provide a positive planning framework to achieve an internationally and globally competitive and innovative region. Specifically mention is made to RES transport objectives to ensure the maximum economic benefit of the region's international gateways - Airports recognised in Aviation WP 2003. EEDA acknowledge that the Core Strategy recognises the benefits of the role of the London Luton Airport in attracting inward investment - benefitting from location near M1 as a location for logistics development. In addition EEDA request that work be undertaken with North Hertfordshire District to deliver East of Luton.

Pre Submission Core Strategy: EEDA are supportive of the core Strategy as sound, and of the economic uplift proposed - but note that the uplift in provision of jobs is above the East of England Forecasting model - and so request that the council have a clear strategy about the implementation and intervention mechanisms for this type of change.

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**Luton and southern Central Bedfordshire Core  
Strategy Submission March 2011**

**Background Paper 3: Proposals Map  
and Key Diagram  
6 May 2011**

**Author: Chris Butcher, Luton and southern Central Bedfordshire Joint  
Technical Unit**

## **1.0 Inspectors Concerns**

- 1.1 This Background Paper has been prepared in response to Paragraphs 9-11 of the 'Summary of the Inspector's Concerns' document.

*'I have seen the Legal Opinion by Peter Village QC (available on the CS web site) expressing doubts about the legality of the Proposals Map changes proposed in the CS. The Inspectorate has advised that "many authorities are showing proposed changes through the use of inset plans within the submitted DPD. Generally Inspectors have found that this pragmatic approach does not create any problems". The Inspectorate's advice goes on to say that a complete 'submission version' Proposals Map creates confusion between what is carried over and what is new. It is therefore not recommended unless there are wholesale changes proposed to a majority of designations – and as there are no wholesale changes proposed in this CS it would not be needed.*

*The above pragmatic approach has been used in all DPDs examined to date with no problems, but I acknowledge that it could be wrong in law for the reasons Mr Village sets out. The JTU should comment on Mr Village's legal point by the date set above.*

*My practical concerns are whether the boundaries shown on the Proposals Map Amendments in Appendix A2 of the CS for the strategic allocations are certain, precise and complete (e.g. the by-pass routes); their relationship (if any) to proposals shown on the Key Diagram; and the meaning and status of the various proposal symbols on the Key Diagram, such as the "New Luton North Railway Station". On this last Key Diagram point, are all the items shown strategically necessary to ensure the implementation of the CS? If so, why have they not all been allocated in the CS? If not, why are they on the Key Diagram? Are they likely to be implemented (see later)? Paragraph 4.1 of PPS12 indicates that it is only locations for strategic development that should be indicated on a key diagram'.*

- 1.2 In order to address the Inspector's concerns, the Paper will seek to explain the content of both the Proposals Map Amendments and Key Diagram.

## **2.0 The legality of the Proposals Map Amendments**

- 2.1 The Inspector has asked the JTU to address the legal point raised by Peter Village QC which expresses doubts about the legality of the Proposals Map Amendments.
- 2.2 In preparing the Proposals Map Amendments the JTU has sought to fully comply with the relevant regulations. Regulation 30 (1)(b) of The Town and Country Planning (Local Development) (England)



Regulations 2004, as amended, requires local planning authorities to submit a submission proposals map if the adoption of the DPD would result in changes to the adopted proposals map. Furthermore, Regulation 6 (1)(b) defines a submission proposals map as ‘an LDD which accompanies a DPD and shows how the adopted proposals map would be amended if the DPD.....were adopted’. The Proposals Map Amendments attached as appendix 2 to the Submitted Core Strategy are the “submission proposals map” required by the regulations and the JTU considers that these inset maps comply with these regulations.

- 2.3 In addition to complying with the relevant regulations, the JTU has also sought to follow the advice contained within guidance produced by the Planning Inspectorate. Examining Development Plan Documents: Learning from Experience (September 2009)<sup>1</sup> states that ‘many authorities are showing proposed changes through the use of inset plans within the submitted DPD. Generally Inspectors have found that this pragmatic approach does not create any problems’ (Paragraph 54). Paragraph 55 of the guidance goes on to state that producing a complete proposals map ‘creates confusion between what is carried over and what is new’. The JTU is not aware of the legal advice received by the Planning Inspectorate during preparation of the advice note but it appears that the approach advocated is not only a pragmatic and sensible one but one that also satisfies the requirements of the Regulations.
- 2.4 The JTU therefore contends that the Proposals Map Amendments contained within Appendix 2 of the Core Strategy are sufficient in that they fully comply with the relevant regulations and Planning Inspectorate advice.

### **3.0 The accuracy of the Proposals Map Amendments**

- 3.1 The three Proposals Map Amendments contained within Appendix 2 of the Core Strategy identify the boundaries of the three allocated SSSAs. Appendix 2 also contains the recommended East of London Luton Airport (Employment) area. They all include the extent of the Green Belt review and, in the case of the North Luton and North Houghton Regis SSSAs, the relationship between the SSSAs and proposed road schemes.
- 3.2 East Leighton Linslade SSSA Proposals Map Amendment: The boundary of the SSSA has been agreed with the developers of the site having had regard to a number of different factors including landscape features on the ground and land ownership. The extent of the Green Belt review matches the boundary of the SSSA. The site boundary as

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<sup>1</sup> [http://www.planningportal.gov.uk/uploads/pins/ldf\\_learning\\_experience\\_sept2009.pdf](http://www.planningportal.gov.uk/uploads/pins/ldf_learning_experience_sept2009.pdf). See paragraphs 52 to 57

presented has been carried forward within the draft East Leighton Linslade Masterplan.

- 3.3 North Luton SSSA Proposals Map Amendment: The boundary of the SSSA and extent of the Green Belt review has been agreed with the developers of the site. The site boundary was agreed on the basis that the Luton Northern Bypass (M1 – A6) would form the northern boundary of the SSSA, and therefore, the revised Green Belt boundary. The route of the Luton Northern Bypass (M1 – A6) accurately reflects that of the ‘green route’ which was consulted on in January/February 2009 separately from the Core Strategy. Following this consultation the route was endorsed as the preferred route by Joint Committee on 20<sup>th</sup> March 2009. A major scheme business case will be prepared in due course which will then be considered by the Department for Transport for inclusion within their works programme which would constitute ‘preliminary approval’. Final approval would be gained following planning consent and completion of the subsequent tender process. The route of the road is not expected to change during this process.
- 3.4 North Houghton Regis SSSA Proposals Map Amendment: The boundary of the SSSA, comprising Site 1 and Site 2, and extent of the Green Belt review has been agreed with the developers of the site. The site boundary was agreed on the basis that the A5-M1 Link would form the northern boundary of the SSSA, and therefore, the revised Green Belt boundary. The site boundary as presented has been carried forward within the draft North Houghton Regis Masterplan. The route of the A5-M1 Link accurately reflects that which was agreed by the Highways Agency as the preferred route in February 2007. This preferred route alignment is to be the subject of a Public Inquiry in February 2012. The alignment is not expected to change throughout this process. Construction is due to start in late 2014 with completion in late 2016.
- 3.5 An amendment to the SSSA boundary has been proposed in order to ensure that A5-M1 link forms the northern boundary of the SSSA. This forms part of the Schedule of Proposed Minor Changes document, JCS2 (proposed changes PC119 and PC120).
- 3.6 East of London Luton Airport (Employment) Recommended Development Plan Alteration to NHDC: The boundary of the site, and extent of the Green Belt review has been agreed internally having had regard to various landscape features on the ground.
- 3.7 The site boundaries of the four sites, and the routes of the two proposed road schemes, are shown on the Key Diagram. A need to amend the boundary of the North Luton SSSA on the Key Diagram to match that shown on the Proposals Map Amendment has been identified by proposed change PC117 within submission document JCS2.

#### 4.0 The content of the Key Diagram

- 4.1 Paragraph 4.1 of PPS12 outlines the need for Local Planning Authorities to produce a Key Diagram as part of the Core Strategy in order to identify 'locations for strategic development'.
- 4.2 Table 1.1 below identifies each of the elements shown on the Key Diagram and seeks to explain the reason for their inclusion.

Table 1.1

Key Diagram Symbols	Comment
SSSAs	<p>These are strategic allocations, the delivery of which will be key to realising the Core Strategy Vision.</p> <p>The boundaries of the SSSAs on the Key Diagram are indicative. Proposals Map Amendments, re-produced in Appendix 2, identify detailed boundaries.</p>
<p>Proposed Road Infrastructure:</p> <p>Junction 11a of M1 Luton Northern Bypass (M1–A6) A5-M1 Link Woodside Connection</p>	<p>These proposed road schemes are all identified as being 'critical' pieces of infrastructure in the Infrastructure Delivery Plan and Funding Study (2010), and as such, are strategically necessary to ensure the implementation of the Core Strategy.</p> <p>The Luton Northern Bypass (M1-A6) is not identified within the Infrastructure Schedule on page 45 of the Core Strategy as it is not required within the first five years of the plan period.</p>
<p>Bus Stations</p> <p>Railway Stations</p>	<p>These are existing facilities and are shown in order to demonstrate how they would relate to planned strategic transport schemes.</p> <p>If it is considered that showing existing public transport infrastructure on the Key Diagram is unhelpful or unnecessary, then this can be remedied through a minor modification.</p>
New Luton North Railway Station	<p>The potential benefits of a new railway station are identified by Paragraph 6.14 of the Core Strategy and Policy CS5. These include helping to ensure sustainable access to the SSSAs to the north of Houghton Regis and Luton, helping to relieve pressure on the local transport network, and contributing to the regeneration of deprived parts of north Luton.</p> <p>Nevertheless, the new railway station is identified as being a 'desirable' piece of infrastructure in the Infrastructure Delivery Plan and Funding Study (2010) and therefore</p>

	<p>cannot be considered to be strategically necessary to ensure the implementation of the Core Strategy.</p> <p>If it is considered that showing the proposed new railway station on the Key Diagram is unhelpful or unnecessary, then this can be remedied through a minor modification.</p> <p>The new railway station is not identified on a Proposals Map Amendment as it is not considered to be of strategic importance and, as such, any delivery would occur through a future Site Allocations DPD.</p>
<p>Multi-modal Interchanges and Bus Interchanges</p>	<p>The proposals for these public transport interchanges are included within Policy CS5 of the Core Strategy.</p> <p>They are not identified within the Infrastructure Delivery Plan and Funding Study (2010) and therefore cannot be considered to be strategically necessary to ensure the implementation of the Core Strategy.</p> <p>If it is considered that showing the proposed interchanges on the Key Diagram is unhelpful or unnecessary, then this can be remedied through a minor modification.</p> <p>The multi-modal interchanges are not identified on Proposals Map Amendments as they are not considered to be of strategic importance and, as such, any delivery would occur through a future Site Allocations DPD.</p>
<p>London Luton Airport</p>	<p>London Luton Airport is of strategic importance to the wider area and it has been included on the Key Diagram to add context.</p> <p>If it is considered that showing the airport on the Key Diagram is unhelpful or unnecessary, then this can be remedied through a minor modification.</p>
<p>Park and Ride sites</p>	<p>The proposals for these Park and Ride sites are included within Policy CS5 of the Core Strategy.</p> <p>They are not identified within the Infrastructure Delivery Plan and Funding Study (2010) and therefore cannot be considered to be strategically necessary to ensure the implementation of the Core Strategy.</p> <p>If it is considered that showing the proposed Park and Ride sites on the Key Diagram is unhelpful or unnecessary, then this can be remedied through a minor modification.</p>

	The Park and Ride sites are not identified on Proposals Map Amendments as they are not considered to be of strategic importance and, as such, any delivery would occur through a future Site Allocations DPD.
Sundon Rail Freight Interchange	<p>This relates to the proposals for Sundon Quarry, the Inspectors concerns over which have been addressed separately.</p> <p>If it is considered that showing Sundon Rail Freight Interchange on the Key Diagram is unhelpful or unnecessary, then this can be remedied through a minor modification.</p> <p>The Rail Freight Interchange is not identified on a Proposals Map Amendment as any delivery would occur through a future Site Allocations DPD.</p>
Guided Busway and Busway Extensions	These Busway and proposed Busway Extensions are identified as being 'critical' pieces of infrastructure in the Infrastructure Delivery Plan and Funding Study (2010), and as such, are strategically necessary to ensure the implementation of the Core Strategy.
Rural Settlements with Potential for Some Development	The identification of seven rural settlements with potential for some development forms part of the Development Strategy identified by Policy CS1 and is therefore strategically necessary to ensure the implementation of the Core Strategy.

## 5.0 Conclusions

- 5.1 In response to a legal point raised by Peter Village QC, the JTU considers that the Proposals Map Amendments are sufficient in that they fully comply with relevant planning regulations and Planning Inspectorate advice as detailed by paragraphs 2.2 and 2.3.
- 5.2 The Proposals Map amendments accurately identify the agreed boundaries of the four sites and the routes of the Luton Northern Bypass (M1-A6) and A5-M1 Link. The site boundaries, and bypass routes, are shown on the Key Diagram. The JTU has suggested making a minor amendment to the boundary of the North Houghton Regis SSSA in order to align it alongside the route of the A5-M1 Link.
- 5.3 The Key Diagram identifies a number of different proposals, many of which are strategic in nature and are therefore necessary to ensure the successful implementation of the Core Strategy. Those proposals which are not considered to be 'critical' to the implementation of the Core Strategy have been shown for contextual purposes. If identifying these schemes on the Key Diagram is considered to be unnecessary, then they can be removed through minor modifications.

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**Luton and southern Central Bedfordshire Core Strategy  
Submission March 2011**

**Background Paper 4: Statement of  
Community Involvement  
6 May 2011**

**Author: Sally Chapman, Central Bedfordshire Council.**

## **Background Paper 4: Statement of Community Involvement**

### **1. Inspector's concerns (paragraph 12 of letter dated 15 April 2011)**

#### ***Consultation procedures – legal compliance***

*'The Legal Opinion by Peter Village QC expresses doubts about the legality of the consultation procedures of the submission CS arising from the March 2011 change in the Statement of Community Involvement. Again, the JTU should comment on Mr Village's legal point by the date set above, unless it now concedes the point. If there is a pause in the Examination then the JTU may decide, even if it disagrees with the point, to use the time to carry out the consultation that Mr Village believes is required'.*

### **2. Summary of JTU response**

2.1. This background paper seeks to address the Inspector's concerns in relation to the consultation procedures. In summary:

- The JTU considers the Core Strategy sound in relation to the requirement of Section 19(3) of the 2004 Act that the Development Plan Document (DPD) must comply with the Statement of Community Involvement (SCI).
- It is not accepted that the 2007 SCI generated a 'legitimate expectation' of a further round of post-submission consultation on alternative sites because the public and interested parties were informed of the new SCI at the time of pre-submission consultation on the Core Strategy.
- The Town and Country Planning (Local Development) (England) (Amendment) Regulations 2008 supersede the Town and Country Planning (Local Development) (England) Regulations 2004. The purpose of adopting a new SCI was to update the 2007 SCI to comply with the changes in Regulations.
- The consultation processes carried out by the JTU prior to submission comply with the 2007 SCI.
- The consultation processes post submission will comply with the 2011 SCI which was adopted prior to submission.
- Notwithstanding the above, a further round of consultation on sites proposed by representors would not be helpful or necessary as all alternative sites of a strategic nature have already been consulted on during previous stages and have been assessed within the Sustainability Appraisal. No new strategic sites were submitted through the Pre-Submission consultation.



### 3. Planning Regulations

- 3.1. The Town and Country Planning (Local Development) (England) (Amendment) Regulations 2008 significantly changes the required processes that a DPD must go through prior to adoption.
- 3.2. The stage of consultation on 'alternative sites' referred to in Mr Village's opinion (para 36 and others) was set out in the Town and Country Planning (Local Development) (England) 2004 Regulations. It should be emphasised that this stage was **post submission**. Regulation 32 refers to 'Site Allocation' representations received as a result of pre-submission consultation which needed to be published by the Local Planning Authority and subject to a further 6 week period for comment. Regulation 33 required that all representations arising must be summarised and sent to the Secretary of State. These regulations were superseded by the 2008 Regulations which removed the requirement for this stage and separated pre-submission consultation from submission itself.

### 4. Statement of Community Involvement (SCI)

- 4.1. The Planning and Compulsory Purchase Act 2004 and PPS12 require Local Planning Authorities to produce an SCI.
- 4.2. The first joint SCI was adopted in December 2007 (Document Reference JCS7) and therefore referred to the stages in production required for a DPD set out in the 2004 Regulations. The Core Strategy was prepared in accordance with this SCI in its early stages.
- 4.3. The 2011 SCI (Document Reference JCS6) was adopted under delegated authority on the 1<sup>st</sup> March 2011, following public consultation for 7 weeks which ran concurrently with the pre-submission consultation on the Core Strategy. The processes for producing a Core Strategy are set out in accordance with the amended 2008 Regulations.
- 4.4. It is therefore the 2011 SCI which will now set out the requirements for the consultation processes **from submission of the Core Strategy** (which was on the 8<sup>th</sup> March 2011) onwards.

### 5. Consultation November 2010 to January 2011

- 5.1. The 2011 SCI was consulted upon alongside the Core Strategy (29/11/10 to 17/1/11). Publicity, including letters that were sent out, relating to the pre-submission consultation made it clear that the new SCI was also available for comment during the same period.

- 5.2. All representors on the Core Strategy would have been aware of the parallel consultation on the SCI and therefore had an opportunity to make representations had they wished to do so in the context of the stage of post submission consultation which was deleted from the Regulations in 2008 and consequently did not appear in the 2011 SCI. No representations were received on this matter.

## **6. Conclusions**

- 6.1. The Core Strategy was submitted after the 2011 SCI was adopted. It is therefore logical that any stages of publicity/consultation post-submission should be subject to the processes set out in that document.
- 6.2. The public and interested parties were informed of the new SCI at the time of pre-submission consultation on the Core Strategy and accordingly had the opportunity to review the process set out in the new SCI and the 2008 Regulations.
- 6.3. The Council therefore does not agree with the point raised by Mr Village and does not concede that the 2007 SCI has generated a 'legitimate expectation' that a consultation on alternative sites should take place post-submission.
- 6.4. The JTU does not consider that it would be necessary or useful to carry out a consultation at this stage, prior to the commencement of any hearing sessions as all alternative sites of a strategic nature have already been consulted on during previous stages and have been assessed within the Sustainability Appraisal. No new strategic sites were submitted through the Pre-Submission consultation.
- 6.5. The JTU remains of the opinion that the Core Strategy is sound in relation to the requirement of Section 19(3) of the 2004 Act that the DPD must comply with the SCI.

**Luton and southern Central Bedfordshire Core Strategy  
Submission March 2011**

**Background Paper 5: Addendum to PAS  
soundness toolkit  
6 May 2011**

**Author: Maria Garcia, Luton and southern Central Bedfordshire Joint  
Technical Unit**

## Background Paper 5: Addendum to PAS soundness toolkit

### 1.0 Inspector's concerns (letter dated 15 April 2011)

#### Paragraph 14

*"The Vision and Strategic Objectives are not locally specific and distinctive. Spatial planning is defined in PPS12 as being about "place shaping and delivery". If it does not shape a place and/or cannot be delivered then it should not be in the CS (paragraphs 2.1 to 2.7 of PPS12)."*

#### Paragraph 15

*"The Vision and Strategic Objectives are vague and aspirational, and do not provide a sense of purpose and direction. They do not flow from a clear identification of the problems that affect the area. Whilst there are key issues and trends in Appendix A3, they act mainly to justify decisions already taken in the CS's policies. There is no direct causal relationship between them and the Strategic Objectives. A CS should give a clear message about the ways in which the area will change by its end date"*

#### Paragraph 16

*"Paragraph 4.1 of PPS12 sets out what a CS should include. As I have previously said, policies must say **what** will be delivered; **where** it will be delivered; **when** it will be delivered; and **how** it will be delivered. Sometimes policy is included in the reasoned justification, contrary to Regulation 13(2) of the 2004 Local Development Regulations. At times I was left wondering what a policy, or a part of it, intends, and I give some examples below"*

#### Paragraph 20

*"I am concerned that the strategic allocations policies in the CS do not have the necessary level of detail in them. The policy in a CS for a strategic site (either allocation or broad location) should ideally cover the following matters (either in the policy or elsewhere):*

- *A clear objective/aim for what is intended to be achieved in the overall development;*
- *Identification of site constraints - both those that are fixed and those that need to be overcome or mitigated;*
- *All the different land uses/proposals and their scale that the site is to accommodate (e.g. xx housing, yy employment, community facilities etc);*
- *What infrastructure (e.g. transport, education, social and community services) is needed to make that development a viable, attractive, sustainable location;*
- *What of the above needs to be provided by when (i.e. inter-related phasing of all elements) and who will fund it and deliver it.*
- *For an allocation: whether further detail is to be worked up in a master plan and/or SPD (if so, specify the timescales for its delivery);*
- *For a location: stating that the detail is to be worked up in later DPD (possibly an AAP), specifying the timescales for its delivery.*
- *For an allocation: milestones for progression of the development, e.g. application submission and commencement on site, phasing and*

*consequences if missed. For a location, this aspect should be left to the later DPD.”*

## 2.0 Summary of JTU response

2.1 This background paper seeks to address the Inspector’s concerns in relation the key questions PPS12 expects a Core Strategy to answer. The background paper is intended to complement the PAS soundness toolkit submitted with the Core Strategy in March 2011 by providing further detailed information as requested by the Inspector’s letter (15 April 2011). In summary this paper:

- Provides background information explaining how the Core Strategy Vision and Objectives were drawn from key Sustainable Community Strategy priorities;
- Proposes potential changes and clarifications to better explain the delivery of the strategy and area policies and to show the proposals have a realistic prospect of being delivered in the life of the strategy; and
- Proposes potential changes and clarifications to ensure that all the allocations contain the required level of detail.

It should be noted that any potential changes will require the consideration and authorisation of the Joint Committee.

## 3.0 Core Strategy health checks and progress reviews

3.1 A number of health checks and advisory processes have shaped the progresses of the CS policies to date. The most relevant to the Submission Core Strategy is the Soundness Toolkit submitted with the Core Strategy and the report resulting from PIN’s Advisory visit in January 2009 (Appendix D of the JTUI response letter). Although the Soundness Toolkit was very useful in guiding and mapping the Core Strategy’s preparation process, it does not contain the detailed information to address the specific concerns raised by the Inspector on the 15<sup>th</sup> April 2011.

Table 1 – List of relevant health checks and progress reviews:

Planning Advisory Service	Planning Advisory Service diagnostic report	Visits – July 2007 Report – August 2008
PINS Advisory Visit	Inspector’s feedback on the emerging ‘preferred options’ Core Strategy and points to consider in moving forward to the submission stage.	January 2009
JTU Internal Health Check	Assessing progress on issues identified by PAS in 2007	May 2009
JTU internal check	Soundness Toolkit	Nov. 2010

- 3.2 The Submission Core Strategy resolved many of the issues raised by PINs in January 2009. In the light of the Inspector's letter it may be concluded that others have only been partially resolved due mainly to:
- changes to the Local Development Scheme which resulted on inconsistencies on the approach to the delivery of proposals,
  - the incorporation of the latest evidence on infrastructure delivery and Government guidance which may not have been sufficiently referenced and explained throughout the document, and
  - a slower pace in the preparation of detailed site specific information than anticipated.

#### **4.0 Core Strategy compliance with PPS12 Para. 4.1**

- 4.1 The first half of Paragraph. 4.1 of Planning Policy Statement 12 (PPS12) concerns the vision and objectives which a Core Strategy should develop based on the key issues to be addressed (Inspector's concerns pp 14 and 15) while the second part relates to the key questions to be answered by the Core Strategy (Inspector's concerns pp 4 and 16), i.e.;

- What will be delivered?
- Where will it be delivered,
- When will it be delivered; and
- How will it be delivered through the Core Strategy and other subsequent plans.

#### Vision and strategic objectives

- 4.2 The preparation of the Core Strategy's Vision and Objectives was informed by the key priorities identified in the Sustainable Community Strategies for Luton, Southern Bedfordshire and subsequently Central Bedfordshire which have an 'spatial' dimension. It was also informed by those issues and trends identified in relevant contextual documents identified in the Sustainability Appraisal Scoping Report and consultation with other Council departments on the when drafting the Vision and Objectives.
- 4.3 Appendix BP5-A illustrates how the key priorities of different Sustainable Community Strategies informed the Core Strategy.
- 4.4 Recently adopted Core Strategies, such as the Greater Norwich Partnership's Joint Core Strategy for Broadland, Norwich and South Norfolk<sup>1</sup>, are often lengthier, organise the vision around themes and provide some of the specific proposals in the Core Strategy. Luton and southern Central Bedfordshire's Core Strategy is a brief vision which focuses on the aspirations for the area focused on regeneration, image change and major strategic transport and green infrastructure needs. These aspirations are tailored to each specific location that is subject to change. The vision and objectives are supported by the overarching

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<sup>1</sup> <http://www.gndp.org.uk/our-work/joint-core-strategy/>

- development strategy Policy CS1 which follows immediately and the individual visions in the site and town specific Chapters (Chapters 10 and 11).
- 4.5 The structure of the Core Strategy document and the need to avoid repetition influences the format of the vision and objectives.
  - 4.6 The Issues and Trends section was placed in Appendix 3 to assist readability. This allowed the reader to be taken from the Vision and Objectives to the specific strategic proposals in Policy CS1. The key issues and trends are organised by theme and informed the drafting of the both Preferred Options and Submission Core Strategies. In its current location and format the issues and trends can be easily cross-referenced by those using the document.
  - 4.7 If a change is necessary, an additional narrative can be included under each strategic objective.

Potential changes to the Core Strategy in reponse to the Inspector’s “PPS12” concerns

- 4.8 PPS12 requires the CS to set out as far as practicable when, where, by whom and how the proposals will be delivered. It needs to demonstrate that the agencies/partners necessary for its delivery have been involved in its preparation, and the resources required have been given due consideration and have a realistic prospect of being provided in the life of the strategy’.
- 4.9 In response to the Inspector’s main concern regarding whether the Core Strategy Submission policies clearly answer the key questions in PPS12, the JTU audited the Core Strategy policies.
- 4.10 This audit identified the issues summarised earlier in this paper (Paragraph 3.2). The audit identified issues relating mainly to the Core Strategy’s delivery plan, the need to provide greater cross-referencing and explanations of the policies’ intentions and the revision of the LDS to ensure the timely delivery of Development Plan Documents which help the delivery of the Strategy.
- 4.11 Addressing these issues would result in a number of policy changes to ensure that some proposals in the Core Strategy are given a clearer direction and contain all the necessary details for their allocation in the Core Strategy.

Table 2 - Summary of main changes that may be proposed

<b>Infrastructure delivery plan</b>	<ul style="list-style-type: none"> <li>1. Use the information in the Infrastructure Delivery Study and negotiations with service providers and developers to date to amend the delivery plan and show which projects have a reasonable prospect of delivery in the 15 year CS period in accordance with PINS guidance.</li> <li>2. Where provision is uncertain, indicate how the objectives will be achieved under different contingency scenarios. This could take the form of a separate, less detailed table making reference to known infrastructure commitments.</li> </ul>
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	<ol style="list-style-type: none"> <li>3. Clarify that in addition to employment and housing need the provision of infrastructure in many cases addresses other strategic needs and existing deficiencies (see Para 6 of CS1) such as transport and Green Infrastructure.</li> <li>4. Revisit the Infrastructure Schedule and include only the infrastructure needed to deliver the CS vision and objectives in addition to that infrastructure needed to enable new housing and employment. Ensure that the infrastructure needed to deliver the proposals is identifiable within the Infrastructure Schedule. Relate the infrastructure to the different CS proposals in particular the SSSAs, transport and Green Infrastructure.</li> <li>5. Make a commitment to the delivery of the rural sites within the CS.</li> <li>6. Amend Contingency Plan in Chapter 4 to provide clear criteria and triggers for the release of Green Belt land before 2026.</li> </ol>
<p><b>Clarification, cross-referencing and consistency</b></p>	<ol style="list-style-type: none"> <li>7. Make clear that the policy's proposals will be delivered through a mixture of CS topic policies, other DPDs, CS allocations followed by masterplans/SPDs, joint working with other authorities, town centre initiatives and Development Management process. Provide a list of these documents in an Appendix and include timeframes for those which will not be added to the LDS such as the masterplans/SPDs and Planning Obligations SPD.</li> <li>8. Add a time frame for setting up the SI Fund to deliver the infrastructure schedule</li> <li>9. Make clear that all SSSAs will be followed by a master plan and/or SPD and the timescales for preparation of the document</li> <li>10. Explain that the compensatory Green Belt will be delivered through the review of the Core Strategy in the northern part of Central Bedfordshire.</li> <li>11. Explain in Chapters 3 and 4 the purpose of phasing land beyond 2026 make cross-reference to tables 3.1, 3.2 and the contingency plan.</li> <li>12. Indicate how the CS fulfilled the sequential test and when a SFRA level 2 will be needed and prepared.</li> <li>13. Increase consistency on the detail of all SSSA with: <ul style="list-style-type: none"> <li>• A clear vision for the site</li> </ul> </li> </ol>



	<ul style="list-style-type: none"> <li>• Site constraints</li> <li>• All the different land uses/proposals and their scale</li> <li>• What infrastructure is needed</li> <li>• What needs to be provided by when and who will fund it and deliver it with milestones for progression.</li> </ul>
<p><b>Ensuring the timely delivery of other DPDS which will help deliver the Core Strategy</b></p>	<p>14. Amend the LDS to include those documents, which will facilitate the delivery of the policy's proposals:</p> <ul style="list-style-type: none"> <li>• Gypsies and Travelling Show People sites DPD</li> <li>• Development Management DPD</li> <li>• Site Allocations DPD</li> <li>• Make reference in the LDS to the North Herts LDS timetable for the Land Allocations DPD and their reference to land East of London-Luton Airport.</li> </ul>
<p><b>Amendments to policy</b></p>	<p>15. Add Sundon Quarry to policy CS1 and add supporting text to explain that East of London-Luton Airport will be allocated in North Hertfordshire Land Allocations DPD as per their LDS</p> <p>16. Delete reference to Sundon Quarry being allocated in the Site Allocations DPD</p> <p>17. Amend policy CS4 to set the principle of minor Green Belt review as part of the Site Allocations DPD to deliver the proposals for limited growth in the rural settlements.</p> <p>18. Amend policy CS4 to add Sundon Quarry. Key diagram and proposals map also to be amended</p> <p>19. Amend Chapter 5 to explain the circumstances for the release of GB land for Sundon Quarry and that no other use will be promoted on this site.</p> <p>20. Amend policy CS5 to identify which proposals are 'broad development locations' for further allocation such as in the case of Park and Ride sites, and which ones are allocated in the CS. This should be reflected in the key diagram.</p> <p>21. a) Include a Gypsy and Traveller policy in the CS; or b) withdraw evidence from the CS.</p> <p>22. Delete text in policy in CS7 referring to the Football Club and provision of 50m Swimming Pool in Luton.</p> <p>23. Add two new policies for Land East of London-Luton Airport and Sundon Quarry</p>

<p><b>New background work</b></p>	<p>24. Sustainability Appraisal to be prepared for Sundon Quarry</p> <p>25. Further discussions with landowners and developers to ensure all SSSAs consistently provide the required level of detail.</p>
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- 4.12 The Inspector's concerns regarding Core Strategy Monitoring arrangements in Para. 42 are dealt with in Appendix F to the JTU response letter.

Level of detail in the Core Strategy strategic allocations policy

- 4.13 As written the CS does not include reference to the detailed work carried out to date on delivery beyond the 5 year period. Nor does it itemise the detailed work undertaken with service providers, developers and the JTU's dialogue with North Hertfordshire. The suggested changes in Table 2 above would address this. However, to address the concerns over the detail of the site allocation policies the JTU proposes adding a new policy to Chapter 10 providing the overarching key principles for the strategic site allocations. It also proposes to amend policies CS12 to 16 to ensure that the existing evidence base supporting the Core Strategy is used consistently and that right level of detail is included within the policies.
- 4.14 The same approach will be taken for the proposed policies for Sundon Quarry and as background information for the recommendation at the East of London-Luton Airport.
- 4.15 Appendix BP5 - B contains the draft overarching policy, possible amendments to existing policies CS12-CS16 and milestones for their delivery.
- 4.16 A re-assessment will be made of the existing Master Plan for Dunstable and Leighton – Linslade town centres (Policies CS19 and CS21) on the need to make critical decisions in the light of their current progress on implementation and therefore the relevance of these policies.

**5.0 Conclusions**

- 5.1 These proposed actions can contribute to a more detailed Core Strategy in accordance with the Inspector's concerns. Most of the actions will result in a changed Core Strategy document which will need further consultation as a result of amendments to policy. But they do not result on a change of direction to the Core Strategy, the priorities it aims to address nor the preferred spatial proposals to delivery them.

- 5.2 The JTU believes that these amendments can be concluded, should they be agreed by the Joint Committee, within four months.

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Central Bedfordshire SCS Policies and Outcomes		Core Strategy Submission Policies													Core Strategy Submission Vision and Objectives							Row Sub-Total	
		Development Strategy	Public Infrastructure	Developer Contributions Infrastructure	Extent of the Green Belt	Living Price	Housing for all Needs	Access to Infrastructure	Quality of Design	Economic Prosperity	Green Infrastructure	Resilience	Adapting to Flood Risk	North Luton SSSA	Health Risks SSSA (air and noise)	East of Luton Linnalee SSSA	Luton Town Centre	Water Luton Area	Druckbale Area	Houghton Town Centre	Laughon Town Centre		Roost Settlements
C1	<p><b>Priority:</b> Maximising employment opportunities and delivering housing at the needs of our communities</p> <p><b>Outcome:</b> Central Bedfordshire is a highly attractive, well-connected prime location for businesses to thrive in a high quality housing, as a place to live, work and enjoy.</p>	1	1	1	0	1	1	1	1	0	0	0	1	1	1	1	1	1	0	1	1	1	12
C2	<p><b>Priority:</b> Ensuring our local people have the skills to prosper</p> <p><b>Outcome:</b> Local people are skilled and have employment opportunities as a diverse and prosperous local economy. The local workforce has a strong, diverse skills base and has the capacity to engage with the growth agenda.</p>	1	0	0	0	0	1	0	0	0	0	0	1	1	1	1	1	1	1	1	1	1	11
C3	<p><b>Priority:</b> Keeping our communities safe</p> <p><b>Outcome:</b> Levels of crime and disorder and antisocial behaviour are reduced, along with the harm caused by drugs, alcohol and other substances. People are less afraid of crime and have increased confidence in the safety of their communities.</p>	0	0	0	0	0	0	0	0	0	0	0	1	0	0	0	0	0	0	0	0	0	3
C4	<p><b>Priority:</b> Fostering a sense of pride and belonging</p> <p><b>Outcome:</b> Vibrant, strong, cohesive communities where people feel a sense of identity and belonging, are actively involved in their communities. Cultural and environmental life of the community, and where public services are responsive and accessible to all.</p>	1	1	1	0	1	1	0	1	0	0	0	1	1	1	1	1	1	1	1	1	1	13
C5	<p><b>Priority:</b> Getting around and doing so in a green and clean environment</p> <p><b>Outcome:</b> Central Bedfordshire is a location where people have a good choice of different ways they can travel. The environment and green spaces are an important part of our local character, and people are encouraged to walk, cycle and to make the most of their local area.</p>	1	1	1	0	0	0	1	0	1	1	1	1	1	1	1	1	1	1	1	0	1	12
C6	<p><b>Priority:</b> Promoting health and reducing health inequalities</p> <p><b>Outcome:</b> Overall health and well-being is good; there are fewer health inequalities; people are supported to have healthier lifestyles. People have more choice in the services they use and services based on their needs and preferences.</p>	1	1	1	0	1	1	0	1	0	0	0	0	1	1	1	1	1	1	0	1	1	12
C7	<p><b>Priority:</b> Educating, protecting and providing opportunities for children and young people</p> <p><b>Outcome:</b> Every child in Central Bedfordshire enjoys their childhood and achieves well at school, make friends and builds strong relationships. Every child does well at school, make the most of their opportunities and qualifications that will give them the best chance of success. We ensure that they are safe and supported to become a happy, healthy, confident and contributing citizen.</p>	1	1	1	0	0	0	1	0	0	0	0	1	1	1	1	0	1	0	1	0	0	8
C8	<p><b>Priority:</b> Supporting and caring for an ageing population and those who are most vulnerable</p> <p><b>Outcome:</b> Older people, carers and those who are vulnerable feel valued and independence and have equal access to high quality health and social care services.</p>	1	1	1	0	1	1	0	0	1	0	0	1	1	1	1	1	1	1	0	1	0	10

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**Background Paper 5 – Appendix B – Analysis of policy effectiveness in relation to SSSAs**

**Inspector's concerns (paragraph 20 of letter dated 15 April 2011)**

*"I am concerned that the strategic allocations policies in the CS do not have the necessary level of detail in them. The policy in a CS for a strategic site (either allocation or broad location) should ideally cover the following matters (either in the policy or elsewhere)"*

**North Luton SSSA**

North Luton - Inspector's requirement	Evidence within the submitted Core Strategy	Any proposed changes
<p>1. Clear objective/aim for what is intended to be achieved in the overall development;</p>	<p>The Vision for North Luton SSSA (pg127) identifies maximising and respecting its attractive setting and location adjoining the Chilterns AONB and that the SSSA will contribute to the regeneration and enhancement of Luton. Paragraphs 10.2-10.5 outline broadly what the SSSAs will deliver.</p>	<p>N/A</p>
<p>2. Identification of site constraints - both those that are fixed and those that need to be overcome or mitigated;</p>	<p>Paragraph 10.7 identifies that the site is relatively unconstrained apart from the Chilterns AONB along the northern Flank. Some landscape and ecological features present but there is the scope for protection, mitigation and enhancement. Site considered to have a relative lack of constraints. The Core Strategy Site Assessment Matrix Update November 2010 (CSSAM) (document GEN2) identifies that access from this site into the existing urban area is available. Access from the Luton Northern bypass and on to the M1 needs to be established. The delivery timings of the Junction 11A and proposed North Luton Bypass would impact the phasing of any development at this site. Delivery of initial development is likely to be within 10-15 years. Pylons also traverse the site which would need to be considered in master planning.</p>	<p>Add additional text to para 10.14 to identify the Site Assessment Matrix and reflect its contents. Possible additional wording:</p> <p><u>The delivery of the new Junction 11A and the North Luton Bypass would impact upon the phasing of development to the North of Luton. However, funding has been secured for the new Junction and some limited development has been identified to be delivered ahead of the Northern Bypass. Therefore, access to the strategic road network is a constraint that can be overcome. This and other minor site constraints will be over come through the careful design and masterplanning of the site.</u></p>

North Luton - Inspector's requirement	Evidence within the submitted Core Strategy	Any proposed changes
<p>3. All the different land uses/proposals and their scale that the site is to accommodate (e.g. xx housing, yy employment, community facilities etc);</p>	<p>Paragraph 10.10 identifies that approximately 1,800 private and affordable homes will be delivered to the North of Luton, with a contingency for a further 2,200 if required. Para 10.11 identifies the provision of approximately 20ha of employment land comprising predominantly B1 and B8 uses. Para 10.12 identifies that green infrastructure will link and enhance existing landscape, ecology and archaeological features. 10.12 also identifies existing assets and states additional GI to be provided in line with Policy CS10. No quantities identified. Text and Policy do not identify the quantity of land or floor space of new community centres, schools, local centres etc.</p>	<p>Add new point to Policy CS13 identifying the provision of a new 3 form of entry primary school within the SSSA.</p>
<p>4. What infrastructure (e.g. transport, education, social and community services) is needed to make that development a viable, attractive, sustainable location;</p>	<p>Table 10.1 identifies the recommended Infrastructure Delivery for the North Luton SSSA as well as the recommended timescales for delivery. The IDP and FS (evidence study GEN1.1) identifies infrastructure requirements, specifically the need for a 3 form of entry primary school within the SSSA and that the Luton Northern Bypass is a critical piece of Infrastructure.</p>	<p>In terms of the bypass, see point 2 above. For education facilities, see point 3 above.</p> <p>Possible additional wording after 10.11:</p> <p><u>The Infrastructure and Funding Study (2010) identifies the critical, essential and desirable infrastructure requirements associated with the SSSA and growth as a whole. These are identified within Table 4.1. However, community facilities such as swimming pools and sports halls will be provided within the existing urban conurbation which will meet the needs of the future residents of the North Luton SSSA.</u></p>

North Luton - Inspector's requirement	Evidence within the submitted Core Strategy	Any proposed changes
<p>5. What of the above needs to be provided by when (i.e. inter-related phasing of all elements) and who will fund it and deliver it.</p>	<p>Table 4.1 identifies the critical and essential infrastructure associated with growth for the first 5 years of the plan. Table 10.1 identifies the recommended Infrastructure Delivery for the North Luton SSSA as well as the recommended timescales for delivery.</p>	<p>Expand Table 4.1 (using information from document Gen1.1) to identify the SSSAs and development associated with each piece of infrastructure. Already proposed to add footnote to table identifying that the dates in the table related to when the infrastructure should be provided.</p> <p>Update Table 10.1 with additional information from the expanded Table 4.1, i.e. clearer dates and funding sources.</p>
<p>6. For an allocation: whether further detail is to be worked up in a master plan and/or SPD (if so, specify the timescales for its delivery);</p>	<p>Para 10.10 identifies that final phasing and the exact detail on the level of growth to be accommodated within the SSSA will be finalised through a Masterplan. Policy CS13 also identifies that a Masterplan will be prepared to take forward the vision for the SSSA and the development principles.</p>	<p>Possible additional wording to para 10.17</p> <p>The Master Plan and accompanying Delivery Strategy will be prepared.....statutory bodies and the developers. <u>The timeframe for the delivery of the master plan is yet to be finalised but it will be in place before the commencement of any residential development in 2019.</u> The Master Plan will finalise.....</p>
<p>7. For a location: stating that the detail is to be worked up in later DPD (possibly an AAP), specifying the timescales for its delivery.</p>	<p>North Luton SSSA is identified in the CS as an allocation.</p>	<p>N/A</p>

North Luton - Inspector's requirement	Evidence within the submitted Core Strategy	Any proposed changes																																																
<p>8. For an allocation: milestones for progression of the development, e.g. application submission and commencement on site, phasing and consequences if missed. For a location, this aspect should be left to the later DPD.</p>	<p>No information currently available for North Luton.</p>	<p>Include a timeline as part of Table 10.1 outlining delivery of the Masterplan and the various phases of development.</p> <table border="1" data-bbox="395 188 978 891"> <thead> <tr> <th>Master Plan Completed</th> <th>Early 2017</th> </tr> </thead> <tbody> <tr> <td>Application Submitted</td> <td>2017</td> </tr> <tr> <td>Application Determined</td> <td>2018</td> </tr> <tr> <td></td> <td></td> </tr> <tr> <td>Start of Development (Housing)</td> <td>2011-2016</td> </tr> <tr> <td></td> <td>0</td> </tr> <tr> <td></td> <td></td> </tr> <tr> <td></td> <td>2016-2021</td> </tr> <tr> <td></td> <td>300</td> </tr> <tr> <td></td> <td>2021-2026</td> </tr> <tr> <td></td> <td>1,500</td> </tr> <tr> <td></td> <td>2026-2031</td> </tr> <tr> <td></td> <td>1,750</td> </tr> <tr> <td></td> <td>2013+</td> </tr> <tr> <td></td> <td>700</td> </tr> <tr> <td></td> <td></td> </tr> <tr> <td>Start of Development (Employment)</td> <td>2021-2026</td> </tr> <tr> <td></td> <td>13ha</td> </tr> <tr> <td></td> <td></td> </tr> <tr> <td></td> <td>2026-2031</td> </tr> <tr> <td></td> <td>7ha</td> </tr> <tr> <td></td> <td></td> </tr> <tr> <td>North Luton Bypass Started</td> <td>2021-2026</td> </tr> <tr> <td></td> <td></td> </tr> </tbody> </table>	Master Plan Completed	Early 2017	Application Submitted	2017	Application Determined	2018			Start of Development (Housing)	2011-2016		0				2016-2021		300		2021-2026		1,500		2026-2031		1,750		2013+		700			Start of Development (Employment)	2021-2026		13ha				2026-2031		7ha			North Luton Bypass Started	2021-2026		
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**North Houghton Regis SSSA**

<b>North Houghton Regis - Inspector's requirement</b>	<b>Evidence within the submitted Core Strategy</b>	<b>Any proposed changes</b>
<p>1. Clear objective/aim for what is intended to be achieved in the overall development;</p>	<p>The Vision for NHR Site 1 states the SSSA will provide for a community where people want to live, work and visit. It further states it will provide a range of housing, employment opportunities and community facilities as well as a mix of commercial, civic and leisure uses, quality public spaces, sustainable modes of transport and a network of GI. The Vision for Site 2 identifies the delivery of high quality residential, commercial, community, leisure and open space facilities as well as the provision of GI networks. Vision identifies promoting healthy lifestyles.</p>	<p>N/A</p>
<p>2. Identification of site constraints - both those that are fixed and those that need to be overcome or mitigated;</p>	<p>Para 10.23 states that Site 1 is relatively unconstrained but does contain some ecological and landscape features and an area of flooding. Site 2 is identified in para 10.35 to be more constrained due to the existing sewerage works, steep topography, a Scheduled Ancient Monument and areas of flood risk.</p>	<p>Possible additional wording after para 10.23</p> <p><u>The Framework for the NHR SSSA clearly identifies the constraints of the site, including the landscape and topography of the site as well as key access proposals such as the A5-M1 link road, new Junction 11A and the Woodside Connection. These, and others, have been taken fully into account during the production of</u></p>

North Houghton Regis - Inspector's requirement	Evidence within the submitted Core Strategy	Any proposed changes
		<p><u>the Framework. The North Houghton Regis SSSA Master Plan will take forward the constraints that have been identified and provide details of how these constraints can be overcome in order to facilitate the provision of an integrated and sustainable development.</u></p> <p>Add the quarry as a constraint in para 10.35. Possible additional wording after para 10.35:</p> <p><u>The Framework for the NHR SSSA clearly identifies the constraints of the site, including the landscape and topography of the site as well as the existing quarry, the sewerage works and flood risk associated with the watercourses. These, and others, have been taken fully into account during the production of the Framework. The North Houghton Regis SSSA Master Plan will take forward the constraints that have been identified and provide details of how these constraints can be overcome in order to facilitate the provision of an integrated and sustainable development.</u></p>
<p>3. All the different land uses/proposals and their scale that the site is to accommodate (e.g. xx housing, yy employment, community facilities etc);</p>	<p>Para 10.24 identifies the SSSA will deliver 4,400 homes. Para 10.25 identifies the provision of approximately 22ha of new employment. Para 10.36 identifies the provision of 750 homes within Site 2 along with 5ha of employment land.</p>	<p>Amend Policy CS14 to include further detail, taken from the emerging masterplanning work, on other land uses such as schools provision, community facilities and green infrastructure.</p>
<p>4. What infrastructure (e.g. transport, education, social and community services) is needed to make that development a viable,</p>	<p>Table 10.2 identifies the recommended Infrastructure Delivery for the NHR SSSA as well as the recommended timescales for delivery. The IDP and FS (evidence study GEN1.1) identifies</p>	<p>In terms of the A5-M1 link, see point 2 above. For education facilities, see point 3 above.  Possible additional wording after para 10.25</p>

<p><b>North Houghton Regis - Inspector's requirement</b> attractive, sustainable location;</p>	<p><b>Evidence within the submitted Core Strategy</b></p>	<p><b>Any proposed changes</b></p>
	<p>infrastructure requirements, specifically the need for new nursery provision as well as primary schools and a secondary school within the SSSA. The IDP &amp;FS also identifies that the A5-M1 link is a critical piece of infrastructure.</p>	<p><u>The Infrastructure and Funding Study (2010) identifies the critical, essential and desirable infrastructure requirements associated with the SSSA and growth as a whole. These are identified within Table 4.1.</u></p> <p><u>In relation to the NHR SSSA, the IDP&amp;FS identifies the need for new nursery provision as well as new primary and secondary schools, however the SSSA will also contribute to the delivery of community and health facilities, open space provisions and the delivery of reliable public transportation. The emerging Master Plan for the SSSA outlines the provision of a number of facilities and services within the SSSA including, a cinema, a hotel and public house, retail facilities including a supermarket and commercial uses such as a car showroom.</u></p> <p><u>The IDP&amp;FS also identifies the provision of a new Junction 11A, the A5-M1 link road and the Woodside Connection as critical infrastructure. This is included within the Master Plan for the SSSA with the initial enabling works starting towards the end of 2014.</u></p>
<p>5. What of the above needs to be provided by when (i.e. inter-related phasing of all elements) and who will fund it and deliver it.</p>	<p>Table 4.1 identifies the critical and essential infrastructure associated with growth for the first 5 years of the plan. Table 10.2 identifies the recommended Infrastructure Delivery for the North Houghton Regis SSSA as well as the recommended timescales for delivery.</p>	<p>Expand Table 4.1 (using information from document Gen1.1) to identify the SSSA's and development associated with each piece of infrastructure. Already proposed to add footnote to table identifying that the dates in the table related to when the infrastructure should be provided.</p> <p>Update Table 10.2 with additional information from the expanded Table 4.1, i.e. clearer dates and funding sources.</p>

North Houghton Regis - Inspector's requirement	Evidence within the submitted Core Strategy	Any proposed changes
<p>6. For an allocation: whether further detail is to be worked up in a master plan and/or SPD (if so, specify the timescales for its delivery);</p>	<p>Para 10.24 identifies that final number and the exact detail on the level of growth to be accommodated within the SSSA will be finalised through a Masterplan and associated Delivery Strategy. Policy CS14 also identifies that a Masterplan will be prepared to take forward the vision for the SSSA and the development principles.</p>	<p>Possible additional wording to para 10.31 and 10.42</p> <p>The Master Plan and accompanying Delivery Strategy will be prepared as an SPD for the North of Houghton Regis SSSA encompassing both sites 1 and 2. This will be prepared in partnership.....statutory bodies and service providers. <u>The Master Plan is currently being progressed in accordance with the above and is expected to be finalised and agreed by all those involved by the end of 2011.</u> The Master Plan will finalise.....</p>
<p>7. For a location: stating that the detail is to be worked up in later DPD (possibly an AAP), specifying the timescales for its delivery.</p>	<p>The NHR SSSA is identified in the CS as an allocation.</p>	<p>N/A</p>
<p>8. For an allocation: milestones for progression of the development, e.g. application submission and commencement on site, phasing and consequences if missed. For a location, this aspect should be left to the later DPD.</p>	<p>Broad delivery timescales are identified within Tables 3.1 and 3.2 in relation to housing and employment. Timescales also identified in terms of infrastructure delivery within Table 4.1</p>	<p>Include a timeline outlining when the Masterplan would be provided, the delivery of the first dwellings and employment and then the subsequent phases of development.</p>



North Houghton Regis - Inspector's requirement	Evidence within the submitted Core Strategy	Any proposed changes																		
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**East Leighton Linslade SSSA**

<b>East Leighton Linslade – Inspector’s requirement</b>	<b>Evidence within the submitted Core Strategy</b>	<b>Any proposed changes</b>
<p>1. Clear objective/aim for what is intended to be achieved in the overall development;</p>	<p>Paragraph 10.51 identifies that Leighton Linslade Town Council published its “Big Plan” in November 2007. This proposes a comprehensive and ambitious agenda for improving the town’s infrastructure and facilities.</p> <p>The Vision for the East Leighton Linslade SSSA (p148) identifies that the SSSA will be integrated physically and socially with the existing town, will meet overall sustainability objectives and will have improved public transport. It will also address the deficit in sporting facilities and introduce new community facilities.</p>	<p>Possible additional wording to para 10.51 relating to the Town Council’s Big Plan and its guiding influence on Core Strategy policies and the masterplan</p>
<p>2. Identification of site constraints - both those that are fixed and those that need to be overcome or mitigated;</p>	<p>Para 10.49 states that some of the SSSA is currently farmed land with other parts within sand and silica quarrying areas. There are some areas of good quality landscape and a defined floodplain around Clipstone Brook.</p> <p>Paragraph 10.50 states that these and other constraints identified through previous examinations of the site will need to be considered at later detailed planning stages.</p> <p>The emerging masterplan identifies a number of site characteristics and assets and highlights the issues that need to be considered as part of the development and delivery of the masterplan.</p>	<p>Include possible additional wording taken from the emerging masterplan relating to constraints and opportunities.</p>

East Leighton Linslade – Inspector’s requirement	Evidence within the submitted Core Strategy	Any proposed changes
<p>3. All the different land uses/proposals and their scale that the site is to accommodate (e.g. xx housing, yy employment, community facilities etc);</p>	<p>Para 10.52 identifies the SSSA will deliver 2,500 private and affordable homes. Para 10.53 identifies the provision of approximately 16ha of new employment. Para 10.55 identifies the provision of a “green wheel” of interconnecting green infrastructure.</p>	<p>Amend text in policy to identify the quantities of land identified for different uses, taken from the emerging masterplan.</p>
<p>4. What infrastructure (e.g. transport, education, social and community services) is needed to make that development a viable, attractive, sustainable location;</p>	<p>Table 10.3 identifies the recommended Infrastructure Delivery for the East Leighton Linslade SSSA as well as the recommended timescales for delivery. The IDP and FS (evidence study GEN1.1) identifies infrastructure requirements, specifically the need for 2 new lower schools, a new middle school, contributions to the upper school and a new bus service. The IDP &amp; FS also identifies that the Eastern Distributor Road is a critical piece of Infrastructure.</p>	<p>Possible additional wording, informed by the emerging masterplan, after para 10.53</p> <p><u>The Infrastructure and Funding Study (2010) identifies the critical, essential and desirable infrastructure requirements associated with the SSSA and growth as a whole. These are identified within Table 4.1.</u></p> <p><u>In relation to the East of Leighton Linslade SSSA, the IDP&amp;FS specifically identifies the need for new lower and middle schools as well as a contribution to the expansion of the existing upper school. These have been included within the emerging masterplan for the SSSA. The emerging masterplan also proposes to deliver a neighbourhood centre which would accommodate retail facilities, a multi-purpose community hall, youth facilities and other uses such as a new doctors surgery, a nursery and a public house/restaurant. A further 2 smaller-scale local centres will also be provided to ensure residents have access to local facilities.</u></p> <p><u>The IDP&amp;FS also identifies a new Eastern Distributor Road as a critical piece of infrastructure. This is also included within the emerging masterplan with the intention of:</u></p> <ul style="list-style-type: none"> <li>• <u>providing a high standard multi-modal transport link</u></li> </ul>

East Leighton Linslade – Inspector’s requirement	Evidence within the submitted Core Strategy	Any proposed changes
		<p><u>through the development, linking new homes with schools, the neighbourhood centre, community facilities and employment areas;</u></p> <ul style="list-style-type: none"> <li>• <u>to link the town’s four existing eastern radial routes and providing an alternative route for cross-town movements, avoiding the town centre;</u></li> <li>• <u>to facilitate the delivery of new, looped public transport routes to serve the development and town;</u></li> <li>• <u>and to facilitate the introduction of potential traffic management, road safety and environmental improvement schemes for the eastern side of the town.</u></li> </ul>
<p>5. What of the above needs to be provided by when (i.e. inter-related phasing of all elements) and who will fund it and deliver it.</p>	<p>Table 4.1 identifies the critical and essential infrastructure associated with growth for the first 5 years of the plan. Table 10.3 identifies the recommended Infrastructure Delivery for the East of Leighton Linslade SSSA as well as the recommended timescales for delivery.</p>	<p>Expand Table 4.1 to identify the SSSAs and development associated with each piece of infrastructure. Already proposed to add footnote to table identifying that the dates in the table related to when the infrastructure should be provided.</p> <p>Update Table 10.3 with additional information from the expanded Table 4.1, i.e. clearer dates and funding sources.</p>
<p>6. For an allocation: whether further detail is to be worked up in a master plan and/or SPD (if so, specify the timescales for its delivery);</p>	<p>Para 10.52 identifies that the final number, size and type of dwellings and the delivery of affordable housing to be accommodated within the SSSA will be determined through a Masterplan. Policy CS16 also identifies that a Masterplan will be prepared to take forward the vision for the SSSA and the development principles.</p>	<p>Possible additional text to para 10.58.</p> <p>The Master Plan and its accompanying delivery strategy will be prepared as an SPD for the East Leighton Linslade SSSA and will be prepared in partnership .....statutory bodies and service providers. The Master Plan is currently being progressed in accordance with the above and is expected to be finalised and agreed by the end of 2011. The Master Plan will finalise.....</p>

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<p>7. For a location: stating that the detail is to be worked up in later DPD (possibly an AAP), specifying the timescales for its delivery.</p>	<p>The ELL SSSA is identified in the CS as an allocation.</p>	<p>N/A</p>																								
<p>8. For an allocation: milestones for progression of the development, e.g. application submission and commencement on site, phasing and consequences if missed. For a location, this aspect should be left to the later DPD.</p>	<p>Broad delivery timescales are identified within Tables 3.1 and 3.2 in relation to housing and employment. Timescales also identified in terms of infrastructure delivery within Table 4.1</p>	<p>Include a timeline outlining when the Masterplan would be provided, the delivery of the first dwellings and employment and then the subsequent phases of development.</p> <table border="1" data-bbox="603 185 1094 947"> <tr> <td>Master Plan Completed</td> <td>Spring 2011</td> </tr> <tr> <td>Application Submitted</td> <td>Early 2011</td> </tr> <tr> <td>Application Determined</td> <td>Spring 2012</td> </tr> <tr> <td></td> <td></td> </tr> <tr> <td>Start of Development (Housing)</td> <td>2011-2016 850</td> </tr> <tr> <td></td> <td>2016-2021 1,250</td> </tr> <tr> <td></td> <td>2021-2026 400</td> </tr> <tr> <td></td> <td></td> </tr> <tr> <td>Start of Bypass</td> <td>2015</td> </tr> <tr> <td>Completion of Bypass</td> <td>2017</td> </tr> <tr> <td></td> <td></td> </tr> <tr> <td>Start of Development (Employment)</td> <td>2014-2026 16ha</td> </tr> </table>	Master Plan Completed	Spring 2011	Application Submitted	Early 2011	Application Determined	Spring 2012			Start of Development (Housing)	2011-2016 850		2016-2021 1,250		2021-2026 400			Start of Bypass	2015	Completion of Bypass	2017			Start of Development (Employment)	2014-2026 16ha
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**Luton and southern Central Bedfordshire Core Strategy  
Submission March 2011**

**Background Paper 6 : Contingency Planning  
6 May 2011**

**Author: Lachlan Robertson & Lynsey Hillman-Gamble  
Luton and southern Central Bedfordshire Joint Technical Unit**

## **Background Paper 9: Contingency Planning**

### **1.0 Inspector's concerns (paragraphs 27 & 37 of letter dated 15 April 2011)**

*I am also unsure what the **contingency planning** is in the CS. Paragraph 4.46 of PPS12 says the CS has to show how it will deal with contingencies – in other words with foreseeable changes. I am concerned that the CS does not give an indication of what it would do if a vital infrastructure project was cancelled or delayed. There is contingency planning in the sense that land is available for development beyond the plan period, but what happens if one or more of the strategic allocations cannot be delivered on time or at all?*

*A CS has a key role in highlighting the main infrastructure needs – what is essential to deliver the strategy - so as to give them the backing of development plan status. Unfortunately, this CS does not adequately identify major infrastructure items that might hold up significant developments if they did not come forward at the right time.*

### **2.0 Summary of JTU response**

- 2.1 In respect of the Infrastructure contingency plan, it is difficult to set out reasonable contingencies given the scale of the requirement. Nevertheless, it is possible to include a table within the Core Strategy that makes the situation clear.

### **3.0 Guidance Relating to Contingency Planning**

#### Planning Policy Statement 12: Local Spatial Planning

- 3.1 Paragraph 4.46 of PPS12 states:

“A strategy is unlikely to be effective if it cannot deal with changing circumstances. Core strategies should look over a long time frame – 15 years usually but more if necessary. In the arena of the built and natural environment many issues may change over this time. Plans should be able to show how they will handle contingencies: it may not always be possible to have maximum certainty about the deliverability of the strategy. In these cases the core strategy should show what alternative strategies have been prepared to handle this uncertainty and what would trigger their use. Authorities should not necessarily rely on a review of the plan as a means of handling uncertainty”.



3.2 The approach taken within the Core Strategy responds to the existing guidance as set in the Planning Inspectorate's "Examining Development Plan Document: learning from experience dated September 2009. Due to the scale of the infrastructure projects proposed, it is accepted that the Core Strategy can provide limited comfort on what would happen if some were cancelled or delayed. The PINS experience suggests:

- A plan will not be found unsound just because uncertainty exists. The important thing is that this is explicitly acknowledged, that the implications of the uncertainty are taken into account and the "what if" situations are considered.
- It is not possible to have the 'perfect plan'.
- Spurious precision is not helpful and is potentially misleading.
- Planned contingencies with appropriate monitoring and trigger mechanisms need to be included.
- Uncertainty [of this of regional strategy or national issues] nature should not be used as an excuse for not putting a core strategy in place.
- Exceptional economic conditions should not be used as an excuse for delay and plans should be based on what may be regarded as normal conditions.
- The LDF system is deliberately designed to allow effective review of all or parts of a DPD as circumstances dictate. This flexibility does not appear to always be appreciated.

#### **4.0 Infrastructure Contingency**

4.1 The Luton and southern Central Bedfordshire Core Strategy identifies a number of critical, essential and desirable pieces of infrastructure that are required to facilitate or complement the level of development identified.

4.2 Critical infrastructure is identified within the Infrastructure Delivery Plan and Funding Study (GEN1.1/1.2) as that which must happen to enable growth. In relation to the Core Strategy, it is considered that there are 29 pieces of individual critical infrastructure that, should they not be delivered, would significantly impact upon the delivery of the Core Strategy. These critical pieces of infrastructure therefore require a contingency to identify the key impacts of the infrastructure not being delivered and the key

actions that can be undertaken to resolve the impact of it not being delivered. This is set out in Table 1 below.

## **5.0 Contingency for the Strategic Allocations**

- 5.1 In respect of the Strategic Allocations contingency plan, it is difficult to set out reasonable contingencies given the scale of the developments proposed. Nevertheless, Table 4.2 of the Core Strategy sets out types of contingency arrangements, what will trigger their use, the time period, the monitoring method, how to contingency will be brought forward and relates it to the critical and essential infrastructure.
- 5.2 Paragraph 4.18 of the Core Strategy explicitly states that the Contingency Plan doesn't formally allocate sites. It is considered that the sites necessary to replace the strategic allocations would be of such a scale as to constitute a substantially different Core Strategy.
- 5.3 There is an error in the Table 4.2 on page 61 in contingency 5b. "Land to the North of Houghton Regis" should read, "Land to the North of Luton."

**Table 1 : Critical Infrastructure Contingency**

Contingency Plan – Critical Infrastructure Provision				
Project Reference	Project Category	Project Description	Impact of Critical Infrastructure Not Being Delivered	Contingency Action
P_TR15	Transport	East of Leighton Distributor Road (East Leighton Linslade SSSA)	<ul style="list-style-type: none"> <li>Increased pressures on the existing road network</li> <li>Reduction in the number of dwellings to be delivered</li> <li>Inability to deliver the East Leighton Linslade SSSA</li> </ul>	<ul style="list-style-type: none"> <li>Review the Master Plan to identify options for delivering the road</li> <li>Review the Master Plan to identify options for an alternative road and/or route</li> <li>Review the Core Strategy to identify alternative development locations</li> </ul>
P_TR20	Transport	New commercial bus service X1 (East Leighton Linslade SSSA)	<ul style="list-style-type: none"> <li>Reduced mobility for non car-owners</li> <li>Reduced access to main town centres</li> <li>Reduced access to employment opportunities</li> </ul>	<ul style="list-style-type: none"> <li>Initiate a review of transport assessment to consider alternative options for public transportation</li> </ul>
P_TR08	Transport	East of Luton Employment Access	<ul style="list-style-type: none"> <li>Access to the employment site will not be readily available</li> <li>Reduced delivery of employment land within the plan area</li> <li>Reduction in the number of jobs created within the plan area</li> </ul>	<ul style="list-style-type: none"> <li>Review access proposals to identify alternative options</li> <li>Review the Core Strategy to identify alternative employment locations</li> <li>Increase employment provision within other allocations and SSSA's</li> </ul>
P_TR21	Transport	New commercial bus service X1 (North of Houghton Regis SSSA)	<ul style="list-style-type: none"> <li>Reduced mobility for non car-owners</li> <li>Reduced access to main town centres</li> </ul>	<ul style="list-style-type: none"> <li>Initiate a review of transport assessment to consider alternative options for public transportation</li> </ul>

Contingency Plan – Critical Infrastructure Provision				
Project Reference	Project Category	Project Description	Impact of Critical Infrastructure Not Being Delivered	Contingency Action
P_TR27	Transport	New commercial bus service X1 (North of Houghton Regis SSSA)	<ul style="list-style-type: none"> <li>Reduced access to employment opportunities</li> <li>Reduced mobility for non car-owners</li> <li>Reduced access to main town centres</li> <li>Reduced access to employment opportunities</li> </ul>	<ul style="list-style-type: none"> <li>Initiate a review of transport assessment to consider alternative options for public transportation</li> </ul>
P_TR28	Transport	New commercial bus service X1 (North of Houghton Regis SSSA)	<ul style="list-style-type: none"> <li>Reduced mobility for non car-owners</li> <li>Reduced access to main town centres</li> <li>Reduced access to employment opportunities</li> </ul>	<ul style="list-style-type: none"> <li>Initiate a review of transport assessment to consider alternative options for public transportation</li> </ul>
P_TR19	Transport	New commercial bus service X1 (North of Luton SSSA)	<ul style="list-style-type: none"> <li>Reduced mobility for non car-owners</li> <li>Reduced access to main town centres</li> <li>Reduced access to employment opportunities</li> </ul>	<ul style="list-style-type: none"> <li>Initiate a review of transport assessment to consider alternative options for public transportation</li> </ul>
P_TR01	Transport	Luton-Dunstable Busways (Sub-Region)	<ul style="list-style-type: none"> <li>Reduced mobility for non car-owners</li> <li>Reduced access to main town centres</li> <li>Reduced access to employment opportunities</li> <li>Reduced access to town centres</li> </ul>	<ul style="list-style-type: none"> <li>Review relevant Study to consider alternatives, such as routes, timescales and funding</li> <li>Review relevant Study to consider alternative public transportation methods</li> </ul>
P_TR05	Transport	J10A (Sub-Region)	<ul style="list-style-type: none"> <li>Increased pressures and</li> </ul>	<ul style="list-style-type: none"> <li>Contact relevant organisations,</li> </ul>

Contingency Plan – Critical Infrastructure Provision					
Project Reference	Project Category	Project Description	Impact of Critical Infrastructure Not Being Delivered	Contingency Action	
			<p>congestion on existing Junction 10A</p> <ul style="list-style-type: none"> <li>Delayed development and regeneration in the southern parts of Luton</li> </ul>	<p>such as the Highways Agency, to consider methods of bringing forward the infrastructure</p> <ul style="list-style-type: none"> <li>Review relevant Studies to identify any alternative options to upgrading the Junction</li> </ul>	
P_TR06	Transport	A5-M1 Link (Including Proposed Junction 11A) (Sub-Region)	<ul style="list-style-type: none"> <li>Development proposed in the SSSA's to the North of Luton &amp; Houghton Regis will not be delivered</li> </ul>	<ul style="list-style-type: none"> <li>Review the Core Strategy to identify alternative locations for the two SSSA's that does not rely on the provision of major transport infrastructure</li> </ul>	
P_TR07	Transport	Woodside Connection (Sub-Region)	<ul style="list-style-type: none"> <li>Impact upon the early delivery of part of the North Houghton Regis SSSA</li> <li>Increased traffic congestion within Dunstable &amp; Houghton Regis</li> <li>Increased and continued impact of Heavy Goods Vehicles upon residents and the local road network</li> </ul>	<ul style="list-style-type: none"> <li>Review relevant Study to consider alternatives, such as timescales, funding and methods of delivery</li> <li>Review relevant Study to consider alternative routes</li> <li>Review the Core Strategy to identify alternative options for the SSSA that does not rely heavily on the provision of major transport infrastructure</li> </ul>	
P_TR10A	Transport	Luton Northern Bypass (M1-Sundon Park Road) (Sub-Region)	<ul style="list-style-type: none"> <li>Limited East-West movement</li> <li>Delayed delivery of early development within the North of Luton SSSA</li> <li>Inability to deliver the North Luton SSSA</li> <li>Increased congestion within Luton, Dunstable and Houghton Regis</li> </ul>	<ul style="list-style-type: none"> <li>Revisit the feasibility study to reconsider alternative routes for this section of the road</li> <li>Consider any alternative funding options</li> <li>Review the Core Strategy to identify an alternative location for the SSSA that does not rely on the</li> </ul>	

Contingency Plan – Critical Infrastructure Provision				
Project Reference	Project Category	Project Description	Impact of Critical Infrastructure Not Being Delivered	Contingency Action
P_TR10B	Transport	Luton Northern Bypass (Sundon Park Road-A6) (Sub-Region)	<ul style="list-style-type: none"> <li>Limited East-West movement</li> <li>Delayed delivery of early development within the North of Luton SSSA</li> <li>Inability to deliver the North Luton SSSA</li> <li>Increased congestion within Luton, Dunstable and Houghton Regis</li> </ul>	provision of major transport infrastructure <ul style="list-style-type: none"> <li>Revisit the feasibility study to reconsider alternative routes for this section of the road</li> <li>Consider any alternative funding options</li> <li>Review the Core Strategy to identify an alternative location for the SSSA that does not rely on the provision of major transport infrastructure</li> </ul>
P_TR24	Transport	M1 Widening junctions 10-13 (Sub-Region)	(Need to rename as M1 hard Shoulder Running)	<ul style="list-style-type: none"> <li>No Contingency required as project is near completion</li> </ul>
P_TR25	Transport	Luton Parkway Station Northern Access (Luton District)	<ul style="list-style-type: none"> <li>No Contingency required project completed</li> </ul>	<ul style="list-style-type: none"> <li>No Contingency required as the project is completed</li> </ul>
P_U1	Utilities	New Primary S/S and reinforcement at Sundon grid (East Leighton Linslade SSSA)	<ul style="list-style-type: none"> <li>Development within the SSSA would not be delivered without access to electricity and power sources</li> </ul>	<ul style="list-style-type: none"> <li>Review of relevant Utility Studies to identify alternative methods of provision and/or funding of infrastructure</li> <li>Consult with the relevant utility companies to consider statutory requirements of utility provision</li> <li>Review the Core Strategy to identify alternative locations for the SSSA</li> </ul>
P_U8	Utilities	Rising Main to Stanbridgeford Ww/TW	<ul style="list-style-type: none"> <li>Development within the SSSA would not be delivered without</li> </ul>	<ul style="list-style-type: none"> <li>Review of relevant Utility Studies to identify alternative methods of</li> </ul>

Contingency Plan – Critical Infrastructure Provision					
Project Reference	Project Category	Project Description	Impact of Critical Infrastructure Not Being Delivered	Contingency Action	
		(East Leighton Linslade SSSA)	provisions being made to connect to the Waste Water System to dispose of waste	<ul style="list-style-type: none"> <li>provision and/or funding of infrastructure</li> <li>Consult with the relevant utility companies to consider statutory requirements of utility provision</li> <li>Review the Core Strategy to identify alternative locations for the SSSA</li> </ul>	
P_U9	Utilities	Rising Main to Stanbridgeford WwTW (East Leighton Linslade SSSA)	<ul style="list-style-type: none"> <li>Development within the SSSA would not be delivered without provisions being made to connect to the Waste Water System to dispose of waste</li> </ul>	<ul style="list-style-type: none"> <li>Review of relevant Utility Studies to identify alternative methods of provision and/or funding of infrastructure</li> <li>Consult with the relevant utility companies to consider statutory requirements of utility provision</li> <li>Review the Core Strategy to identify alternative locations for the SSSA</li> </ul>	
P_U17	Utilities	Rising Main to Luton (East Hyde) WwTW (Employment from East of Luton)	<ul style="list-style-type: none"> <li>Development within the employment site would not be delivered without provisions being made to connect to the Waste Water System to dispose of waste</li> </ul>	<ul style="list-style-type: none"> <li>Review of relevant Utility Studies to identify alternative methods of provision and/or funding of infrastructure</li> <li>Consult with the relevant utility companies to consider statutory requirements of utility provision</li> <li>Review the Core Strategy to identify alternative locations for employment provision</li> </ul>	
P_U2	Utilities	New Primary S/S and	<ul style="list-style-type: none"> <li>Development within the</li> </ul>	<ul style="list-style-type: none"> <li>Review of relevant Utility Studies</li> </ul>	

Contingency Plan – Critical Infrastructure Provision				
Project Reference	Project Category	Project Description	Impact of Critical Infrastructure Not Being Delivered	Contingency Action
		network reinforcement (Employment from East of Luton)	employment site would not be delivered without access to electricity and power sources	<p>to identify alternative methods of provision and/or funding of infrastructure</p> <ul style="list-style-type: none"> <li>• Consult with the relevant utility companies to consider statutory requirements of utility provision</li> <li>• Review the Core Strategy to identify alternative locations for employment provision</li> </ul>
P_U12	Utilities	Rising Main to Dunstable WwTW (North of Houghton Regis SSSA)	<ul style="list-style-type: none"> <li>• Development within the SSSA would not be delivered without provisions being made to connect to the Waste Water System to dispose of waste</li> </ul>	<ul style="list-style-type: none"> <li>• Review of relevant Utility Studies to identify alternative methods of provision and/or funding of infrastructure</li> <li>• Consult with the relevant utility companies to consider statutory requirements of utility provision</li> <li>• Review the Core Strategy to identify alternative locations for the SSSA</li> </ul>
P_U13	Utilities	Gravity Sewer to Dunstable WwTW (North of Houghton Regis SSSA)	<ul style="list-style-type: none"> <li>• Development within the SSSA would not be delivered without provisions being made to connect to the Waste Water System to dispose of waste</li> </ul>	<ul style="list-style-type: none"> <li>• Review of relevant Utility Studies to identify alternative methods of provision and/or funding of infrastructure</li> <li>• Consult with the relevant utility companies to consider statutory requirements of utility provision</li> <li>• Review the Core Strategy to identify alternative locations for the SSSA</li> </ul>



Contingency Plan – Critical Infrastructure Provision				
Project Reference	Project Category	Project Description	Impact of Critical Infrastructure Not Being Delivered	Contingency Action
P_U14	Utilities	Gravity Sewer to Dunstable WwTW (North of Houghton Regis SSSA)	<ul style="list-style-type: none"> <li>Development within the SSSA would not be delivered without provisions being made to connect to the Waste Water System to dispose of waste</li> </ul>	<ul style="list-style-type: none"> <li>Review of relevant Utility Studies to identify alternative methods of provision and/or funding of infrastructure</li> <li>Consult with the relevant utility companies to consider statutory requirements of utility provision</li> <li>Review the Core Strategy to identify alternative locations for the SSSA</li> </ul>
P_U15	Utilities	Gravity Sewer to Chalton WwTW (North of Houghton Regis SSSA)	<ul style="list-style-type: none"> <li>Development within the SSSA would not be delivered without provisions being made to connect to the Waste Water System to dispose of waste</li> </ul>	<ul style="list-style-type: none"> <li>Review of relevant Utility Studies to identify alternative methods of provision and/or funding of infrastructure</li> <li>Consult with the relevant utility companies to consider statutory requirements of utility provision</li> <li>Review the Core Strategy to identify alternative locations for the SSSA</li> </ul>
P_U5	Utilities	New Primary S/S, cable routes and reinforcement at Sundon Grid (North of Houghton Regis SSSA)	<ul style="list-style-type: none"> <li>Development within the SSSA would not be delivered without access to electricity and power sources</li> </ul>	<ul style="list-style-type: none"> <li>Review of relevant Utility Studies to identify alternative methods of provision and/or funding of infrastructure</li> <li>Consult with the relevant utility companies to consider statutory requirements of utility provision</li> <li>Review the Core Strategy to identify alternative locations for the</li> </ul>

Contingency Plan – Critical Infrastructure Provision				
Project Reference	Project Category	Project Description	Impact of Critical Infrastructure Not Being Delivered	Contingency Action
P_U16	Utilities	Gravity Sewer to Chalton WwTW (North of Luton SSSA)	<ul style="list-style-type: none"> <li>Development within the SSSA would not be delivered without provisions being made to connect to the Waste Water System to dispose of waste</li> </ul>	SSSA <ul style="list-style-type: none"> <li>Review of relevant Utility Studies to identify alternative methods of provision and/or funding of infrastructure</li> <li>Consult with the relevant utility companies to consider statutory requirements of utility provision</li> <li>Review the Core Strategy to identify alternative locations for the SSSA</li> </ul>
P_U19	Utilities	Gravity Sewer to Chalton WwTW (North of Luton SSSA)	<ul style="list-style-type: none"> <li>Development within the SSSA would not be delivered without provisions being made to connect to the Waste Water System to dispose of waste</li> </ul>	<ul style="list-style-type: none"> <li>Review of relevant Utility Studies to identify alternative methods of provision and/or funding of infrastructure</li> <li>Consult with the relevant utility companies to consider statutory requirements of utility provision</li> <li>Review the Core Strategy to identify alternative locations for the SSSA</li> </ul>
P_U6	Utilities	New Primary S/S and network reinforcement (North of Luton SSSA)	<ul style="list-style-type: none"> <li>Development within the SSSA would not be delivered without access to electricity and power sources</li> </ul>	<ul style="list-style-type: none"> <li>Review of relevant Utility Studies to identify alternative methods of provision and/or funding of infrastructure</li> <li>Consult with the relevant utility companies to consider statutory requirements of utility provision</li> <li>Review the Core Strategy to</li> </ul>

Contingency Plan – Critical Infrastructure Provision				
Project Reference	Project Category	Project Description	Impact of Critical Infrastructure Not Being Delivered	Contingency Action
P_U7	Utilities	Minor Reinforcement works and crossing of M1 (North of Luton SSSA)	<ul style="list-style-type: none"> <li>Development within the SSSA would not be delivered without access to electricity and power sources</li> </ul>	<p>identify alternative locations for the SSSA</p> <ul style="list-style-type: none"> <li>Review of relevant Utility Studies to identify alternative methods of provision and/or funding of infrastructure</li> <li>Consult with the relevant utility companies to consider statutory requirements of utility provision</li> <li>Review the Core Strategy to identify alternative locations for the SSSA</li> </ul>



**Luton and southern Central Bedfordshire Core Strategy  
Submission March 2011**

**Background Paper 7: Green Belt  
6 May 2011**

**Author: Simon Andrews, Luton and southern Central Bedfordshire Joint  
Technical Unit**

## Background Paper 6: Green Belt

### 1.0 Inspector's concerns (paragraph 29 of letter dated 15 April 2011)

*“The CS proposes the loss of **Green Belt** land so that land for future strategic development can be accommodated. There are other potential allocations that might involve the loss of Green Belt, such as Sundon Quarry, but this is not clear. National policy advice is that such boundary alterations should be related to a timescale which is longer than that normally adopted for other aspects of the Plan (2.12 of PPG2), possibly by identifying land to be safeguarded to meet longer term development needs. This has been done in this CS, but I do not know why the specific amounts of development have been chosen or how long they might satisfy development needs. From what I can see they appear to be the amounts left over after deducting the requirements for development up to 2026 within the sites. Clearly, I am concerned to ensure that no more Green Belt land is released than is necessary to satisfy national policy, but this has not been explained or justified. I do not know where exactly the safeguarded land is identified on the allocated sites (Annex B of PPG2). What are the policies for the safeguarded land's protection? A background or topic paper on this subject from the JTU would be of assistance.”*

### 2.0 Summary of JTU response

2.1 This background paper seeks to address the Inspector's concerns in relation to the Green Belt and the amendments to the boundary to allow the proposed urban extensions. In summary:

- There is a need for significant new development in the area that cannot be accommodated without an impact on the Green Belt.
- The context for a Green Belt review was established at the regional and sub-regional level.
- The Core Strategy proposes development that impacts on the Green Belt, either through specific site allocations or sites recommended for further exploration through subsequent DPDs.
- Of the specific sites allocated, two contain areas that are unlikely to be developed during the plan period and are hence phased for later delivery.
- These areas help to ensure that the Green Belt boundaries will not need to be amended at the end of the plan period.

### **3.0 The Green Belt Boundary**

- 3.1 There is considerable evidence that supports the need for additional housing supply in the plan area and particularly around the Luton/Dunstable/Houghton Regis conurbation. This evidence includes local work such as the Strategic Housing Market Assessment (SHMA) for Bedfordshire and Luton and the Bedfordshire Population Model projections and also higher-level evidence such as the Government's latest household projections.
- 3.2 The Green Belt tightly surrounds the urban areas and covers the rest of the plan area. While some development is possible within the urban areas, and the Core Strategy seeks to maximise this potential, not all of the development required can be accommodated in this way and a Green Belt review is required.
- 3.3 Both the Milton Keynes South Midlands Sub-Regional Strategy and the East of England Plan set the context for this Green Belt review and established the exceptional circumstances required by PPG2. The MKSMSRS also establishes the geographical area within which this Green Belt review should take place.
- 3.4 In response to this policy context and the evident need for new development the submitted Core Strategy makes detailed proposals for new development which necessitate revisions to the Green Belt boundaries. There are four elements that have implications for the Green Belt and these are listed below.
- Three Strategic Site Specific Allocations (SSSA) – North of Houghton Regis, North of Luton and East of Leighton Linlade. The Core Strategy contains a specific allocation for these areas, a policy outlining their delivery and detailed site boundaries together with revised Green Belt boundaries.
  - One recommended SSSA – land east of London Luton Airport. Since this area is outside the Joint Committee area the Core Strategy contains only a recommendation to North Hertfordshire District Council that it be allocated through their LDF. The Core Strategy contains a detailed suggested boundary for the site and a new Green Belt boundary. Further detail on land east of Luton is set out in Background Paper 11.
  - Potential for a Rail Freight Interchange at Sundon Quarry. The Core Strategy establishes the principle of this development but the detailed allocation is for the Site Allocations process to consider. Further detail on Sundon Quarry is set out in Background Paper 5. Proposed

change no. PC032 enables the Site Allocations process to review the Green Belt boundary in this location, alongside consideration of the allocation.

- Village sites – the Core Strategy establishes the principle of development in the rural area, specifies the quantum to be delivered and proscribes the approach to distributing this development among the villages. However, the detailed location of these sites, together with any consequential amendment to the Green Belt boundaries, is properly a matter for the Site Allocations process to determine following a rigorous assessment of possible sites.
- 3.5 Background Paper 3: Proposals Maps and Key Diagram explain how the boundaries of the SSSAs and the consequential amendment to the Green Belt boundaries have been established. For land north of Houghton Regis and north of Luton the alignment of the proposed new roads will be the most obvious landscape feature by which to delineate the extent of the Green Belt in line with advice in PPG2. For land east of Leighton Linlade a combination of existing landscape features has been used.
- 3.6 In areas where a new Green Belt boundary needs to be established i.e. alongside a new road, detailed landscaping and planting schemes will be needed to ensure a high-quality “soft” urban edge. Such details can be appropriately dealt with at the masterplanning stage.
- 3.7 Within these identified areas an assessment has been made of the capacity for development and the amount likely to be deliverable within the plan period. For the two sites north of the conurbation, not all of the site is likely to be developed within the plan period due to their size and the need for strategic infrastructure to be provided during development. This means that, while the whole site remains allocated and within the red line on the Proposals Map Amendments, parts of these sites will be likely to be delivered outside of the plan period.
- 3.8 As such, the remainder of these sites has not been “safeguarded” according to PPG2. Such “safeguarded” land would require a review of the plan to facilitate their delivery, which is not the intention here. These sites are part of the contingency provision and, while not expected to deliver within the plan period, may be brought forward under particular circumstances as set out in the Contingency Plan. The issue is one of later phasing rather than later allocation through subsequent DPDs. The arrangements for delivery of this land are set out in the Contingency Plan and do not need specific policy wording as one would for “safeguarded” land.



- 3.9 The amount of development phased beyond the plan period has been established through an assessment of what is likely to be delivered by 2026. The 4,050 units north of the conurbation provide a useful element of additional capacity such that the Green Belt boundary should not need to be amended at the end of the plan period. Part of the development provided beyond 2026 will come forward from within the urban area. For the later part of the housing trajectory period an assumption is made that 40% of development will come from urban sites. If this pattern is continued forward beyond 2026 the 4,050 dwellings possible from the urban extensions will be complemented by a further 2,700 dwellings from the urban area, making a total of 6,750 dwellings. At the Core Strategy annual rate (1,515 dwellings per year) that would represent around 4.5 years' worth of housing supply, taking us beyond 2030. This is considered to reflect the advice in PPG2 designed to ensure long-term protection for the Green Belt.
- 3.10 It is not necessary to establish the location of the land to be phased beyond 2026 at the Core Strategy stage. It would be for detailed masterplanning to establish a phasing plan for the development and to determine which parts of the site should be developed last. This could be dealt with as part of the Masterplan SPD.

#### **4.0 Conclusions**

- 4.1 The Joint Committee have taken care to ensure that no more Green Belt land than is necessary is released, while taking into account the need to provide development potential beyond the plan period. The Green Belt boundaries that have been established represent a suitable such compromise.

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**Luton and southern Central Bedfordshire Core Strategy  
Submission March 2011**

**Background Paper 8: SFRA Level 2  
6 May 2011**

**Author: Peter Mulvihill, Luton and southern Central Bedfordshire Joint  
Technical Unit**

## **Background Paper 8 : Strategic Flood Risk Assessment - Level 2**

### **1.0 Inspector's concerns (paragraph 30 of letter dated 15 April 2011)**

*A Level 1 Strategic Flood Risk Assessment has been completed. Has the Level 2 Assessment been completed (paragraph 9.26 of the CS), particularly for the strategic allocations? If not, when will it be ready? What impact has this had on the PPS 25 Sequential and Exception Tests for development proposed in the CS?*

### **2.0 Summary**

- 2.1 The central message of this paper is that a Level 2 SFRA is not now being pursued because it is considered more appropriate to integrate the output of such highly detailed information within the master planning process. The existing Level 1 SFRA meets the Sequential Test requirements for Core Strategy purposes. Core Strategy Policy CS12 reflects best practice as set out in PPS 25, and in requiring detailed Flood Risk Assessments for development proposals helps to facilitate the Sequential and Exception Tests.

### **3.0 Strategic Flood Risk Assessments - General**

- 3.1 Planning Policy Statement 25 'Development and Flood Risk' in Annex E sets out the role of Strategic Flood Risk Assessments (SFRA's). Basically, they are to inform knowledge of flooding, refine information on Flood Maps and determine the variations in flood risk from all sources of flooding across and from an area. They will help inform the Sustainability Appraisal and Local Development Documents, and provide the basis from which to apply the Sequential Test and Exception Test.
- 3.2 A Level 2 Assessment is relevant where decision makers have been unable to allocate all proposed development and infrastructure in accordance with the Sequential Test, taking account of the flood vulnerability category of the intended use. This will provide information necessary for the application of the Exception Test.
- 3.3 The Luton Borough Council (LBC) and South Bedfordshire District Council (SBDC) Level 1 Strategic Flood Risk Assessment was completed in September 2008, and maps flood risk from all sources now and in 2115, using available data. This document and accompanying GIS data formed an important input to the Phase 2 Water Cycle Strategy.
- 3.4 The Core Strategy in paragraph 9.26 states "a SFRA Level 2 is underway to establish whether the Exceptions Test can be passed and to inform master planning work where flood risk may be an issue." The Water Cycle

Strategy in Phase 2 (paragraph 5.2.15) refers to a Level 2 SFRA being commissioned and “will investigate flood risk in more detail for proposed development sites that lie in fluvial flood risk areas (e.g. flood velocities, flood hazard mapping).” However, it has now being agreed that the master planning work will itself incorporate Level 2 detail, whilst the Level 1 SFRA is considered sufficiently robust to inform the sequential assessment commensurate with the strategic level of a Core Strategy. These points are elaborated below.

#### **4.0 The Level 2 Strategic Flood Risk Assessment Process Incorporated Into Master Plans**

- 4.1 PPS25 encourages Authorities to undertake SFRA's to apply the Sequential Test to guide development to areas of lowest flood risk. Section 3 of the LBC & SBDC Level 1 Strategic Flood Risk Assessment does explain that the information provided will enable the preparation of sustainable policies for flood risk management to be incorporated into the Core Strategy.
- 4.2 Page 72 of the study states: “This level 1 Strategic Flood Risk Assessment presents sufficient information to assist LBC and SBDC to apply the ‘Sequential Test’ and identify where the Exception Test may be required.” However, the study also states that “the scale of assessment undertaken for a Level 1 Strategic Flood Risk Assessment is typically inadequate to accurately assess the risks faced by a particular discrete development at a given location within the study area. This Level 1 SFRA has attempted to identify all sources of flood risk at the catchment and district scale using the best available information. However, more local and site specific sources of flooding may become apparent during a Level 2 SFRA or during the course of a site specific FRA.”
- 4.3 The Joint Technical Unit accept that detailed site proposals warrant further flood risk detail, and as indicated, it is intended that Level 2 data will be incorporated into the evidence base for Master Plans and Development Briefs (regarding the Strategic Site Specific Allocations - see Policies CS13 CS14, CS15, CS16, CS17 CS18 CS19, CS20, CS21). This will include the production of mapping showing flood outlines for different probabilities, impact, speed of onset, depth and velocity variance of flooding taking into account the presence and likely performance of flood risk management infrastructure.

#### **5.0 The Core Strategy Underpins Exception Test Requirements**

- 5.1 The Exception Test means that if following application of the Sequential Test it is not possible for a development to be located in zones of lower probability of flooding, the Test provides a method of managing flood risk

while still allowing necessary development to occur. Table D.3. of PPS 25 shows when an Exception Test will be required relative to the four categories of Flood Zone.

- 5.2 For the Exception Test to be passed, there are three main criteria – (a) it must be demonstrated that the development provides wider sustainability benefits, (b) ideally development should be on previously developed land and, (c) an FRA must demonstrate that the development will be safe, without increasing flood risk.
- 5.3 As indicated above, the intended means to increase the scope of the current SFRA is to provide the information necessary for application of the Exception Test through the master planning process.
- 5.4 Note that the third requirement to pass the Exception Test relates to a requirement for an FRA. Whilst this paper is making the point that Master Plans will provide detail equivalent to a formal Level 2 assessment, it is perhaps worth pointing out that the Core Strategy itself does address the need for FRAs in general (hence underpinning Exception Test criteria (c) above). Policy CS12 “Adapting to and Mitigating Against Flood Risk” follows the tenor of PPS 25 in referring to the need to safeguard floodplain, it addresses the role of developer contributions, and requires FRAs and Design Statements from developers, stipulating that “Detailed site specific flood risk assessments will be prepared to inform the preparation of master plans for the SSSAs and ensure appropriate and specific flood mitigation and sustainable drainage measures are in place that appropriately builds on the recommendations of the Luton and South Bedfordshire Water Cycle Study.”

## **6.0 Conclusion**

- 6.1 The main points of this paper are:
  - 1. The SFRA Level 2 Assessment is not being pursued because it is felt that the detailed assessments involved (flood velocities etc.) can better be integrated within the actual master plans proposed for the major development areas.
  - 2. The SFRA Level 1 has adequately informed the Sequential Test relative to the requirements of the Core Strategy.
  - 3. It is accepted that appropriate detailed information will be required for discrete development proposals, which will be forthcoming through processes outlined in 1. above. The application of Policy CS 12 helps to support the requirements of the Exception Test.
  - 4. Given that the submitted Core Strategy referred to a potential SFRA Level 2 as a future piece of work, the joint Technical Unit’s view remains that the integrity of the Core Strategy is unaltered. The Level

2 detailed information will be forthcoming as envisaged, albeit in a different format.

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**Luton and southern Central Bedfordshire Core Strategy  
Submission March 2011**

**Background Paper 9: Strategic  
Transport Infrastructure Requirements  
6 May 2011**

**Authors: Transport Strategy Team, Central Bedfordshire Council**

## **Background Paper 9: Strategic Transport Infrastructure Requirements**

### **1.0 Inspector's concerns (paragraph 33 of letter dated 15 April 2011)**

*"The **highway** evidence relates to the former versions of the CS and not to the submitted version. I am aware that updated evidence is due to be submitted soon and that there is a Statement of Common Ground between the two Councils and the Highways Agency to that effect (Document TR2). But at present I do not know what new highway and transport infrastructure is needed, when it is needed, which development it is needed for, or how much it will cost. Is any of it so strategically important that it needs to be allocated in the CS, e.g. the new M1 junction? Are the by-pass routes reasonably firm?"*

### **2.0 Summary of JTU Response**

- 2.1 This Paper has sought to amalgamate the background detail on the strategically important elements of transport infrastructure required to be delivered over the period of the Core Strategy.
- 2.2 It is felt that through the implementation of these schemes the transport network will be able to provide the capacity for growth and enable the sustainable delivery of housing and employment targets in the Plan area.
- 2.3 It is recognised that the ability of these schemes to meet such demands requires verification and this will be achieved through the use of the transport model once complete. Supplementary corridor based studies will also enable the authorities to take both a strategic and more localised approach to transport provision to mitigate the adverse impacts of growth.
- 2.4 The ongoing partnership working being undertaken between Central Bedfordshire Council, Luton Borough Council and the Highways Agency will ensure that schemes are identified and delivered in a way which complements the housing trajectories in the Core Strategy.

### **3.0 Introduction**

- 3.1 This Paper draws out the key elements of the transport evidence base to support the submission of the Luton and Southern Central Bedfordshire Core Strategy. It details the strategic transport infrastructure which is deemed as essential, critical or desirable, to enable the viable delivery of the growth envisaged within the Strategy.
- 3.2 It focuses on the types of schemes to be provided, their timeframes for delivery, their relationship with strategic site specific allocations and the organisations responsible for their implementation.

#### **4.0 Previous Studies**

- 4.1 Work has been undertaken in previous years to develop a transport evidence base to demonstrate the ability of the transport network in Luton and Southern Central Bedfordshire to accommodate growth, and the interventions necessary to provide the additional capacity to cater for an increase in demand to travel.
- 4.2 This work focused upon the use of a transport model developed to determine the potential impacts of growth scenarios on the network. The model has been updated and expanded to reflect current travel patterns and this is detailed within this paper and is detailed further on within this Paper.
- 4.3 A Transport Modelling and Accessibility Study was prepared by Halcrow on behalf of the joint working councils and was completed in March 2009<sup>1</sup>. The main aims of the study were to assess the transport related impacts of the Core Strategy Preferred Options and other alternative scenarios. Current ongoing work has sought to build upon this initial evidence base.

#### **5.0 Relationship with the Core Strategy**

- 5.1 The rationale behind each element of infrastructure to be provided is set out within this Paper, together with the contribution of each to the delivery of the Strategic Site Specific Allocations (SSSAs) contained within the Core Strategy notably:
- The North of Luton SSSA
  - The North of Houghton Regis SSSA
  - The East of Leighton Linlade SSSA

#### **6.0 Links to Transport Policy**

- 6.1 Together with the essential, critical and desirable strategic infrastructure required to be provided alongside the Core Strategy, local transport infrastructure and services to be provided over the period of the Core Strategy, smaller scale interventions delivered through the respective Local Transport Plans for Luton and Central Bedfordshire will play an important role in enabling growth, ensuring sustainable development, and the accessibility of employment and service provision and provide a choice of means of travel for residents.

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<sup>1</sup> <http://www.shapeyourfuture.org.uk/documents/TransportAssessmentFinalreport-030409.pdf>

- 6.2 The LTP for Central Bedfordshire is aligned with the Core Strategy to cover the period between 2011/12 and 2025/26<sup>2</sup>. It provides a strategic approach to investment by focusing on the reasons people travel and seeking to improve the travel options available for these different journey purposes.
- 6.3 Five broad areas of intervention will form the basis to this notably: land use planning, smarter choices, new infrastructure and services, network management and demand management.
- 6.4 The Luton LTP<sup>3</sup> strategy is consistent with, and will help to achieve a number of the primary objectives of the Luton and southern Central Bedfordshire LDF Core Strategy. Both the long-term transport strategy and the Implementation Plan are focussed around the first three key themes of the Luton Sustainable Communities Strategy (Environment & Economic Development, Stronger & Safer Communities, Health & Wellbeing).
- 6.5 The Policy background is broadly consistent with that of the previous LTP, the main differences being the significantly greater emphasis to encourage sustainable travel through travel planning and active travel initiatives, together with the need to seek alternative funding methods to support the planned development of the area. The Local Sustainable Transport Fund (LSTF) will particularly be useful in funding travel planning initiatives which mainly require revenue support. However, and particularly in the light of low levels of government grant for transport, funding the delivery of major transport schemes will rely on being brought forward in conjunction with supporting development, together with the resultant programme uncertainties this may bring particularly in the current economic climate.

## **7.0 New Strategic Transport Infrastructure Requirements**

- 7.1 The delivery of strategic transport infrastructure to support the delivery of growth within the Core Strategy is not the responsibility of one organisation, but of a number of partners across the Plan area. The Highways Agency, Central Bedfordshire Council and Luton Borough Council will take the lead on the delivery of specific measures.
- 7.2 Each intervention has been classified as essential, critical or desirable to the delivery of the Core Strategy and these priorities are drawn out in the following tables, together with the status of individual schemes, their respective costs, source of funding, timescales for delivery, development sites they enable, and the lead organisations responsible for their implementation.

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<sup>2</sup> [<http://www.centralbedfordshire.gov.uk/transport-and-streets/policy/LTP/default.aspx>]

<sup>3</sup> [[http://www.luton.gov.uk/internet/Transport\\_and\\_streets/Public\\_transport/Public\\_transport\\_investment/Local%20transport%20plan/Local%20Transport%20Plan%203%202011-2026](http://www.luton.gov.uk/internet/Transport_and_streets/Public_transport/Public_transport_investment/Local%20transport%20plan/Local%20Transport%20Plan%203%202011-2026)]

7.3 In total, some 12 strategically important schemes are proposed to be delivered in the timeframe of the Core Strategy and these are detailed below in relation to the respective lead organisations.

## 8.0 Highways Agency Led Schemes

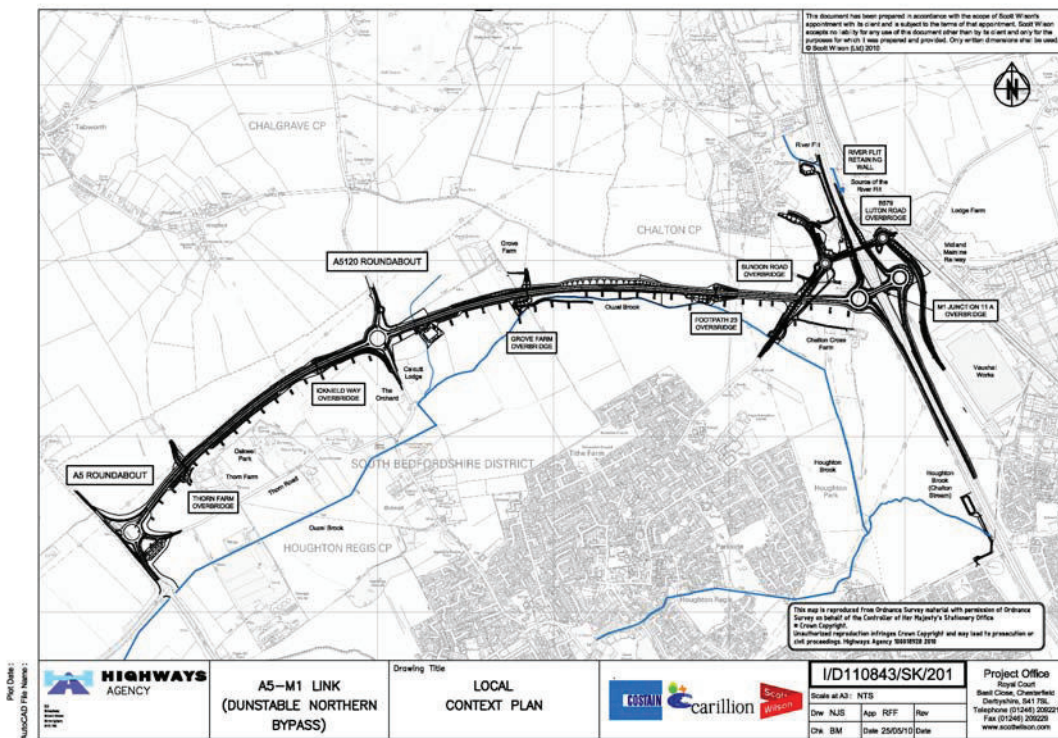
8.1 Two schemes critical to the delivery of the Core Strategy are set to be taken forward by the Highways Agency over the Plan period and these are detailed below.

<b>Scheme</b>	<b>A5 – M1 Link (Project Code: P_TR06)</b>
<b>Priority</b>	Critical
<b>Description</b>	<p>The A5 – M1 link will form a northern bypass to Dunstable linking two strategic north-south routes through the Plan area, notably the M1 and the A5. The link will alleviate congestion in Dunstable town centre through the removal of non local through traffic in the town.</p> <p>The route of the new link will extend from close to the junction of the A5 with the A505 Leighton Southern Bypass, to the M1 via a new Junction 11A on the motorway.</p> <p>The A5 through Dunstable will be de-trunked as part of the scheme, with management of the highway handed over to Central Bedfordshire Council.</p> <p>The schemes traffic forecasting report has identified significant traffic reductions in and around Dunstable including up to 19% on High Street North, 12% on High Street South, 13% on the A505 Church Street and 30% on the A5120. The reduction of through traffic is forecast at between 15% and 22% below current levels on the A5<sup>4</sup>.</p> <p>The new M1 Junction 11a will cater for the M1 motorway, A5-M1 Link Road, the Woodside Connection and the Luton Northern Bypass, thus providing a link into the development areas and the industrial areas of Dunstable and Houghton Regis. There will be one intermediate junction on the road to allow traffic to move to and from the A5120 to Houghton Regis, Ampthill and Flitwick.</p> <p>Further details of the scheme are available on the Highways Agency website<sup>5</sup>.</p>
<b>Status</b>	The preferred routing of the A5-M1 link was announced in 2007. The delivery of the scheme was delayed when the programmed Public Inquiry was postponed by the Coalition Government in

<sup>4</sup> [Scott Wilson report D110843/DCom/561 – Summary of traffic effects of A5-M1 Link Road Scheme]

<sup>5</sup> <http://www.highways.gov.uk/roads/projects/4472.aspx>

<b>Scheme</b>	<b>A5 – M1 Link (Project Code: P_TR06)</b>
	<p>June / July 2010. Following an announcement from the Secretary of State for Transport on 26 October 2010 it was indicated that the scheme will not now be built before 2015.</p> <p>However, the Department for Transport reviewed the scheme following an offer of third party contributions towards the overall cost resulting in a revised programme for start of construction in 2014/15.</p> <p>A public inquiry is anticipated in February 2012. No compulsory purchase orders or traffic orders have been published yet and will be subject to the outcome of the inquiry.</p>
<b>Cost</b>	£162,000,000
<b>Funding Source</b>	Department for Transport   Developer Contributions   Central Bedfordshire Council
<b>Development Supported</b>	North of Houghton Regis SSSA   General development in the area
<b>Delivery Timeframe</b>	2014 – 2016



<b>Scheme</b>	<b>M1 Hard Shoulder Running Junctions 10 – 13 (Project Code: P_TR24)</b>
<b>Priority</b>	Critical
<b>Description</b>	<p>Although it was originally proposed that the M1 between Junctions 10 and 13 would be widened by the addition of a fourth lane in each direction, the success of a Hard Shoulder Running (HSR) trial on the M42, and the reduced cost associated with such a scheme, led to an announcement in January 2009 that a similar approach would be taken on this section of the M1 through the Plan area.</p> <p>However the scheme will still increase the capacity of the strategically important route and reduce the levels of stress experienced particularly at peak times.</p> <p>To maximize the benefit of the HSR scheme the capacity of Junctions 11 and 12 will also be improved as part of the scheme.</p> <p>Details of the routing of the scheme are available on the Highways Agency website<sup>6</sup>.</p>
<b>Status</b>	Construction commenced – December 2009 Anticipated completion date – Spring 2013
<b>Cost</b>	£420,000,000 M1J11 - £40m, M1J12 £71m
<b>Funding Source</b>	Department for Transport
<b>Development Supported</b>	All development in the Core Strategy
<b>Delivery Timeframe</b>	Works have commenced and will be completed in stages: 8.2 Junction 10 to Junction 11 – March 2012 8.3 Junction 12 to Junction 13 – Spring 2013

## 9.0 Central Bedfordshire Led Schemes

- 9.1 Central Bedfordshire Council will be responsible for the delivery of five critical schemes through which to enable the delivery of growth envisaged within the Core Strategy, the details of which are set out below.

<sup>6</sup> <http://www.highways.gov.uk/roads/projects/4482.aspx>

<b>Scheme</b>	<b>Woodside Connection (Project Code: P_TR07)</b>
<b>Priority</b>	Critical
<b>Description</b>	<p>The Woodside Connection comprises a new access route from the proposed new M1 Junction 11a and the south / east of Houghton Regis.</p> <p>It will help promote and support growth east of the town and provide improved and more appropriate transport links to the commercial and industrial areas of Dunstable and Houghton Regis.</p> <p>The road will also link the Woodside Industrial estate with the M1 removing the need for heavy goods vehicles to travel through Dunstable town centre and thereby reducing the adverse environmental impacts from noise and vehicle pollutants to help revitalise the local town centre.</p>
<b>Status</b>	Preliminary design stage working towards a planning application in 2012/13 pending the outcome of the Core Strategy and the A5 – M1 Link Road.
<b>Cost</b>	£37,000,000
<b>Funding Source</b>	Developer funded   Contribution from Central Bedfordshire Council
<b>Development Supported</b>	North of Houghton Regis SSSA
<b>Delivery Timeframe</b>	<p>Construction is expected to start late in 2014/15 but is dependant on the Highways Agency A5-M1 Link Road for a connection to the proposed M1 junction 11a.</p> <p>The proposed date for opening is 2017.</p>

<b>Scheme</b>	<b>East of Leighton Distributor Road (Project Code: P_TR15)</b>
<b>Priority</b>	Critical
<b>Description</b>	<p>An Eastern Distributor Road will be provided through the development envisaged to take place to the east of Leighton Linlade, between Heath Road and Stanbridge Road.</p> <p>The potential benefits of this link include providing a link for traffic to avoid Leighton Buzzard town centre and providing a link that serves any proposed development, subject to planning considerations.</p>
<b>Status</b>	Full details of the transport proposals for the area, including this road, will be determined through the preparation of a Master Plan for the area which will also provide details of the proposed programme for the infrastructure.



<b>Scheme</b>	<b>East of Leighton Distributor Road (Project Code: P_TR15)</b>
<b>Cost</b>	£20,800,000
<b>Funding Source</b>	Developer Funded
<b>Development Supported</b>	East of Leighton Linslade SSSA
<b>Delivery Timeframe</b>	2017

<b>Scheme</b>	<b>New Commercial Service X1 (Project Code: P_TR29 / P_TR20 / P_TR21 / P_TR27 / P_TR28)</b>
<b>Priority</b>	Desirable
<b>Description</b>	New bus services / extensions to the Luton-Dunstable Busway to serve proposed urban extensions. Assumed to be new commercial bus services with minimal infrastructure provided. Some locations (north of Luton and Houghton Regis will require short sections of guided sections to connect the main distributor roads).
<b>Status</b>	High potential for change in costs – preliminary cost estimates based on a number of high level assumptions and concept plan
<b>Cost</b>	£5 million - £1 million per route <sup>7</sup>
<b>Funding Source</b>	Developer funded scheme  New commercial bus service £1m (approximately 2,000 dwellings over five years)
<b>Development Supported</b>	One route serving the North of Luton SSSA, three routes serving the North of Houghton Regis SSSA, and one route serving the East of Leighton Buzzard SSSA.
<b>Delivery Timeframe</b>	Dependent upon determination of planning application and the build out / phasing

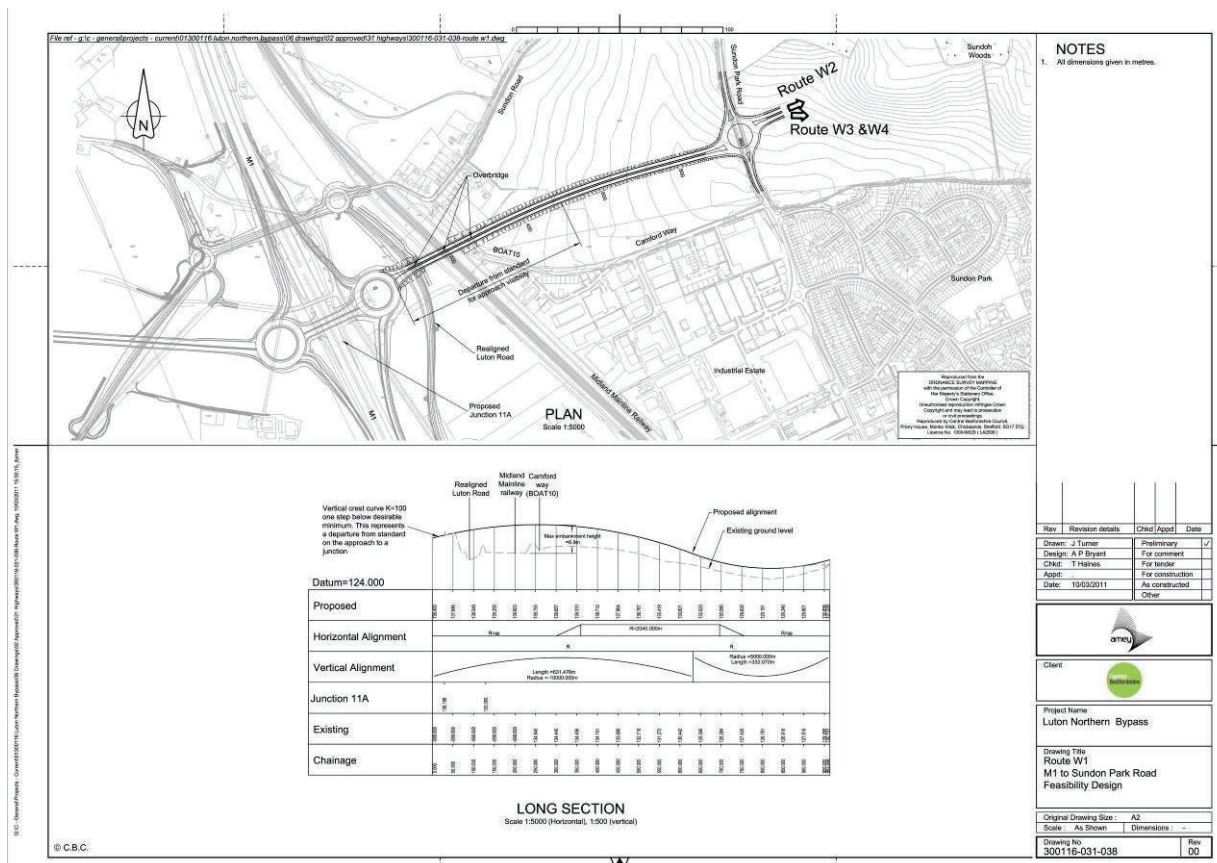
<b>Scheme</b>	<b>Luton North Station (Project Code: P_TR09)</b>
<b>Priority</b>	Desirable
<b>Description</b>	The scheme involves the provision of a new railway station on the Midland Mainline North of Luton to serve growth to the north of the town.  It would help to increase sustainable access to the urban extension and would have a key local role in helping to ease

<sup>7</sup> <http://www.shapeyourfuture.org.uk/documents/FinalReport-Oct2010.pdf> (Page 96)

<b>Scheme</b>	<b>Luton North Station (Project Code: P_TR09)</b>
	the pressure of future development on the local transport network. However, the development of the station may result in the closing of either Harlington or Leagrave stations as their proximity to the proposed new station would have operational impacts on the railway service provided.
<b>Status</b>	This scheme is a longer term priority, outside of the timeframe of the Core Strategy itself. As such more detailed design and costing of the scheme is required before proposals can be taken forward.
<b>Cost</b>	No details are available as it is a longer term priority.
<b>Funding Source</b>	
<b>Development Supported</b>	North of Luton SSSA; General development in the area.
<b>Delivery Timeframe</b>	Post 2026

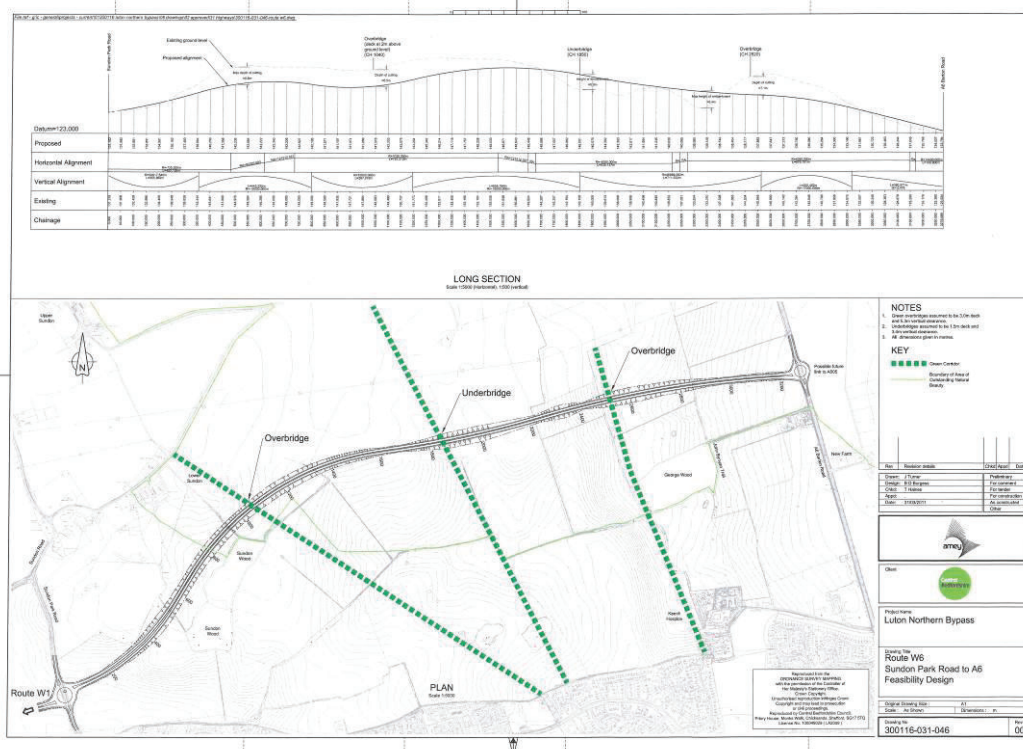
<b>Scheme</b>	<b>Luton Northern Bypass: M1 – Sundon Park (Project Code: P_TR10a)</b>
<b>Priority</b>	Critical
<b>Description</b>	<p>Forms the first stage of a bypass to the north of Luton which will eventually link the M1 and the A505. The initial phase of the scheme involves the construction of a new road between the M1 at a proposed new Junction 11a, and Sundon Park.</p> <p>The proposed route alignment is detailed in Figure 2.</p> <p>The scheme will open up land to the north of Luton for development and help to remove east – west through traffic from the town itself.</p>
<b>Status</b>	<p>A selection of routes were consulted upon in December 2008. A preferred routing was highlighted and endorsed by the Central Bedfordshire / Luton Joint Planning and Transport Committee in March 2009. Despite this preference being agreed, the safeguarding of an alternative option first approved in 1994 is still in place.</p> <p>Design work has indicated that whilst the route is technically deliverable, further investigation is required to reduce the potential environmental impacts, and may result in amendments to the alignment of the route, whilst maintaining the opportunities the link provides to accommodate new development.</p> <p>Following the finalising of the preferred route, a Major scheme business case will be required to be produced. There are three</p>

<b>Scheme</b>	<b>Luton Northern Bypass: M1 – Sundon Park (Project Code: P_TR10a)</b>
	stages to this process: <ul style="list-style-type: none"> <li>9.2 Programme entry stage at which point the scheme enters the DfT's list of approved schemes,</li> <li>9.3 Conditional approval follows all statutory powers having been granted including planning consent, compulsory purchase orders, and side road orders,</li> <li>9.4 Final approval, following the tender process and once funding is in place.</li> </ul>
<b>Cost</b>	£53,000000
<b>Funding Source</b>	Developer contribution, Department for Transport, Central Bedfordshire Council
<b>Development Supported</b>	North of Luton SSSA
<b>Delivery Timeframe</b>	2021. Earlier if required in association with Sundon Quarry Rail Freight Interchange.

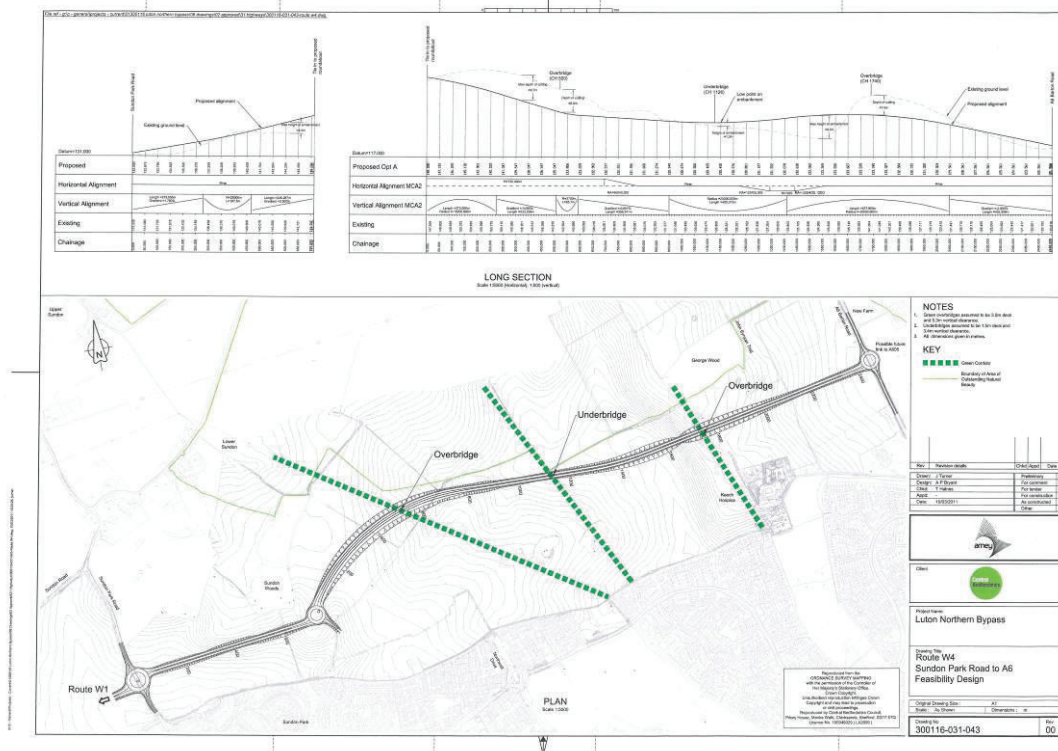


<b>Scheme</b>	<b>Luton Northern Bypass: Sundon Park Road – A6 (Project Code: P_TR10b)</b>
<b>Priority</b>	Critical
<b>Description</b>	<p>Forms the second stage of three in the development of a bypass to the north of Luton which will eventually link the M1 and the A505. This element of works involves the provision of a new link between Sundon Park Road and the A6 to the north of the town.</p> <p>The proposed route alignment is detailed in Figure 2.</p> <p>The scheme will open up land to the north of Luton for development and help to remove east – west through traffic from the town itself.</p>
<b>Status</b>	See previous scheme status.
<b>Cost</b>	£95,000,000
<b>Funding Source</b>	Developer contribution, Department for Transport, Central Bedfordshire Council
<b>Development Supported</b>	North of Luton SSSA
<b>Delivery Timeframe</b>	2021

Figure 2: Drawing shows the outline for the option approved by the Joint Committee.



Following drawing shows an alternative option for comparison.



<b>Scheme</b>	<b>Luton Northern Bypass: A6 – A505 (Project Code: P_TR10c)</b>
<b>Priority</b>	Desirable
<b>Description</b>	<p>Forms the third and final stage of in the development of a bypass to the north of Luton which will link the M1 and the A505. This element of works involves the provision of a new route between the A6 and the A505.</p> <p>The proposed route alignment is detailed in Figure 2.</p> <p>The scheme will open up land to the north of Luton for development and help to remove east – west through traffic from the town itself.</p>
<b>Status</b>	This element of the Luton Northern Bypass is a longer term priority, outside of the timeframe of the Core Strategy itself. As
<b>Cost</b>	such more detailed design and costing of the scheme is required before proposals can be taken forward.
<b>Funding Source</b>	
<b>Development Supported</b>	North of Luton SSSA
<b>Delivery Timeframe</b>	Post 2026

## 10.0 Luton Led Schemes

10.1 Luton Borough Council will lead on the delivery of five transport schemes over the course of the Core Strategy the details of which are set out below.

<b>Scheme</b>	<b>Luton Airport Parkway Station Northern Access (Project Code: P_TR25)</b>
<b>Priority</b>	Critical
<b>Description</b>	<p>Luton Airport Parkway station opened in 1999, and currently has one vehicular, pedestrian and cycle access to the south-west side off Gipsy Lane. The planned Napier Park and Stirling Place development sites lie immediately to the north-east of the station. Use of the station, which is related to increased passengers at Luton airport, has grown from 1.9 million passengers per year (mppa) in 2004/05 to 2.7 mppa in 2007/08. The percentage of passengers using rail to get to and from the airport has increased from 16% to 22% over this period. Consequently there is peak period crowding at the existing single entrance.</p> <p>The creation of a new northern entrance to Luton Airport Parkway station will improve access for airport passengers undertaking part of their journey by rail, and will be of particular benefit to passengers using the London-bound (up-slow) line by reducing peak period crowding via the existing single entrance. In addition residents, employees and visitors to the Napier Park/Stirling Place mixed use development will benefit from the new station entrance. The two station entrances will be connected by a new dedicated one-way bus route.</p>
<b>Status</b>	Planning permission for the scheme has been granted and initial construction works have commenced using Community Infrastructure Funding with further local contributions anticipated.
<b>Cost</b>	£1,500,000
<b>Funding Source</b>	Community Infrastructure Funding (CIF) £1m, Section 106 contributions £400k, Luton Borough Council £100k
<b>Development Supported</b>	Luton London Airport, Napier Park, Stirling Place
<b>Delivery Timeframe</b>	It is hoped that the new (initially unstaffed) station entrance will be opened in 2012.

<b>Scheme</b>	<b>Luton Town Centre Improvements (Project Code: P_TR04)</b>																																						
<b>Priority</b>	Essential																																						
<b>Description</b>	<p>This scheme involves completion of the ring road around the north east side of the town centre, together with traffic management measures on the north side of the town centre.</p> <p>The scheme initially also included a new transport interchange which this is now being delivered as part of the construction of the Luton Dunstable Busway.</p> <p>The scheme will be progressed in accordance with the wider Luton Town Centre Development Framework, and facilitates development of the Station Quarter, Power Court and High Town East.</p> <p>Removal of extraneous traffic from Luton town centre will provide significant benefits to pedestrians and public transport users, as well as to service vehicles that need to access the town. Significant land parcels are in the process of being acquired from Network Rail, with advanced accommodation works already complete, including space provided for the road under the new 740 space multi-storey car park adjacent to Luton Station.</p> <p>The new road and associated measures will reduce congestion and improve safety and will lever regeneration in the town , whilst increasing local funding contributions to the scheme and achieving the desired engineering outcomes.</p> <p>The scheme aims to assist regeneration in and around the Town centre, safeguard and expand jobs and enable development. The scheme will greatly assist several key sites impacting on over 85 ha of disused/in need of regeneration land to deliver major growth in job creation and new housing. The table below shows the key sites will bring investment of £1,525 million, create over 4,000 new homes and provide nearly 12,000 new jobs. These key sites are:</p> <table border="1"> <thead> <tr> <th>Development Site</th> <th>Site Area (ha)</th> <th>Estimate Gross Value (£'million)</th> <th>New homes</th> <th>New Jobs</th> </tr> </thead> <tbody> <tr> <td>High Town Village</td> <td>6</td> <td>65</td> <td>688</td> <td>380</td> </tr> <tr> <td>Station Gateway</td> <td>4</td> <td>70</td> <td>375</td> <td>250</td> </tr> <tr> <td>The Mall Extensions</td> <td>5</td> <td>250</td> <td>150</td> <td>1,600</td> </tr> <tr> <td>Power Court</td> <td>15</td> <td>400</td> <td>800</td> <td>2,100</td> </tr> <tr> <td>Napier Park/ Stirling Place</td> <td>55</td> <td>740</td> <td>2,000</td> <td>7,400</td> </tr> <tr> <td><b>Total</b></td> <td><b>85</b></td> <td><b>1525</b></td> <td><b>4,013</b></td> <td><b>11,730</b></td> </tr> </tbody> </table>				Development Site	Site Area (ha)	Estimate Gross Value (£'million)	New homes	New Jobs	High Town Village	6	65	688	380	Station Gateway	4	70	375	250	The Mall Extensions	5	250	150	1,600	Power Court	15	400	800	2,100	Napier Park/ Stirling Place	55	740	2,000	7,400	<b>Total</b>	<b>85</b>	<b>1525</b>	<b>4,013</b>	<b>11,730</b>
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<b>Scheme</b>	<b>Luton Town Centre Improvements (Project Code: P_TR04)</b>
<b>Status</b>	<p>Planning permission for the road has been granted and the CPOs / Orders for the road published. The Council was preparing for the Public Inquiry when the new coalition Government announced in June 2010 that work on all major transport projects not fully approved would be halted until the outcome of the Comprehensive Spending Review (CSR).</p> <p>Following the CSR, the Council was invited to prepare an Expression of Interest in order to determine whether the scheme would continue within the Government's "Development Pool" for major transport projects. That was submitted to the DfT in early January 2011, and the following month they announced that the scheme was successful in getting through to the "Development Pool".</p>
<b>Cost</b>	£24,000,000
<b>Funding Source</b>	Department of Transport £17m, 3 <sup>rd</sup> Party contributions £6.8m, Luton Borough Council £200k
<b>Development Supported</b>	Napier Park, Stirling Place,
<b>Delivery Timeframe</b>	This should allow the Council to progress to the Public Inquiry in Summer 2011, start of construction Spring 2013 and completion late 2014.

<b>Scheme</b>	<b>East of Luton Employment Access (Project Code: P_TR08)</b>
<b>Priority</b>	Critical
<b>Description</b>	Both the Luton Local Plan and the LDF Core Strategy incorporate proposals for employment land east of Luton airport. The Local Plan indicates access to the site would be via a road in cutting tunnelled under the airport taxiways, although this is currently being reviewed. The Council is continuing to work in partnership with both Prologis (who own the site) and London Luton Airport Operations Limited to agree access to the site.
<b>Status</b>	<p>Routing options are still being assessed.</p> <p>Dependent upon determination of the reserved matters planning application.</p>
<b>Cost</b>	The total cost of the scheme is estimated at £50m.
<b>Funding Source</b>	Anticipated funding from TIF / ADZ – see Background Paper 11.

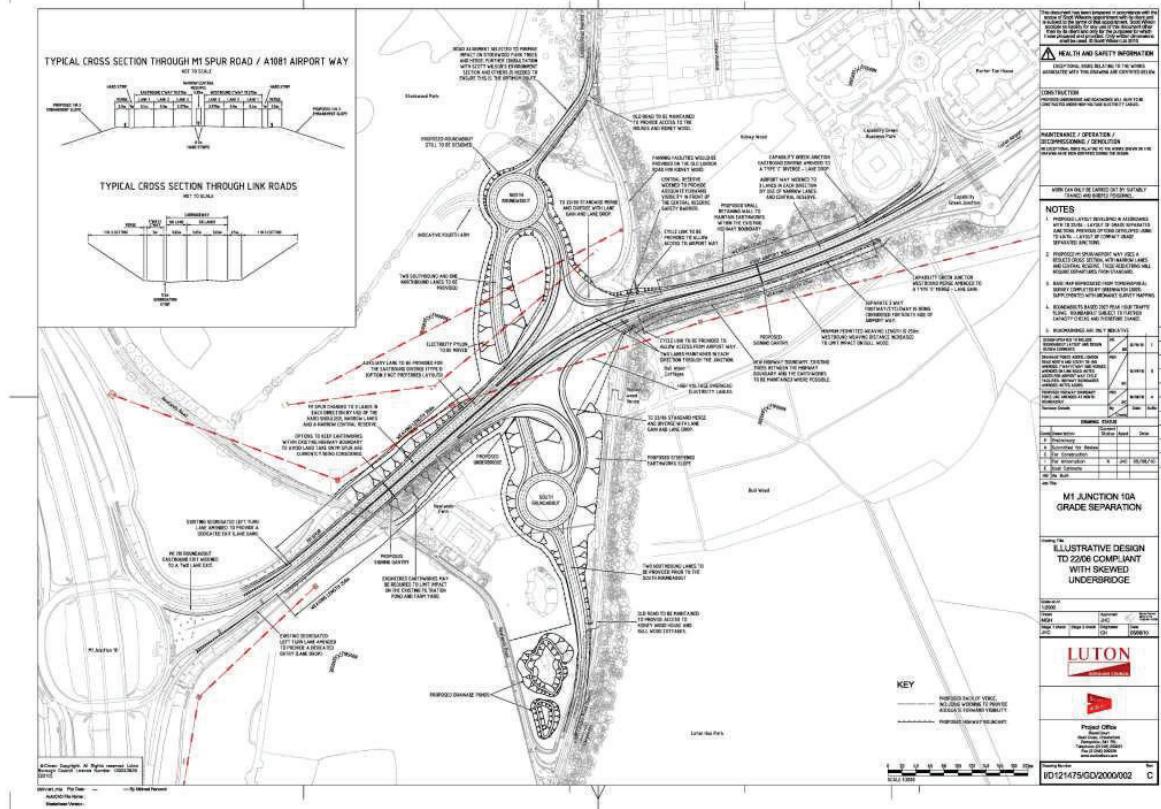


<b>Scheme</b>	<b>East of Luton Employment Access (Project Code: P_TR08)</b>
<b>Development Supported</b>	Century Park – 5000 jobs
<b>Delivery Timeframe</b>	see Background Paper 11

<b>Scheme</b>	<b>M1 Junction 10a (Project Code: P_TR05)</b>
<b>Priority</b>	Critical
<b>Description</b>	<p>In January 2009 funding was secured and consultants appointed to undertake engineering and environmental design to improve the existing M1 Junction 10a roundabout, which experiences significant queues and delays particularly at peak travel times. A high proportion of the existing employment sites in the south and east of Luton are accessed off Junction 10a including Vauxhall, Capability Green Business Park, London Luton Airport and the surrounding campus, and Butterfield.</p> <p>The Junction 10a improvements are also necessary to provide capacity for increased demand arising from development in this part of the town (including growth of the airport). In the last 3-4 years, the Highways Agency (HA) has submitted holding objections to various planning applications for key employment and mixed use development sites providing around 17,000 new jobs in this area.</p>
<b>Status</b>	<p>A public Information exhibition on the preferred grade-separated junction solution was held in September 2010. The Council is actively working with the HA to develop the detailed design of the scheme, which includes proposals to de-specialise the M1 spur to facilitate 3 running lanes between Junction 10 and Capability Green, together with associated minor improvements to M1 Junction 10.</p> <p>The alignment of the new junction is set out in Figure 1.</p>
<b>Cost</b>	£22,300,000
<b>Funding Source</b>	<p>The Council has already secured £3m in Section 106 contributions towards this scheme and are confident that the rest will be obtained from further Section 106 contributions and RGF.</p> <p>A submission was made in January 2011 for a £13m contribution from the Government's 1<sup>st</sup> round of Regional Growth Fund, this 1<sup>st</sup> round was over subscribed with 464 bids received (totalling £2.8bn for £450m grant) and was not successful. A further bid is being prepared for the second round in July where there is a total of £1bn available, the outcome of which will be known in September.</p>

<b>Scheme</b>	<b>M1 Junction 10a (Project Code: P_TR05)</b>
<b>Development Supported</b>	General development in the area including: Napier Park, Stirling Place, Century Park, Power Court and Luton London Airport.
<b>Delivery Timeframe</b>	2014

Following drawing shows the proposed New M1 Junction 10a



<b>Scheme</b>	<b>Luton – Dunstable Busway (Project Code: P_TR01)</b>
<b>Priority</b>	Critical
<b>Description</b>	<p>The Luton – Dunstable Busway forms a new 13.4km long, predominantly off-road dedicated bus route between Houghton Regis and Luton London Airport.</p> <p>The conurbation will benefit from the scheme via the improved access between residential, commercial, educational and industrial areas.</p> <p>Reliable and improved journey times along the core route which includes the town centres, Luton railway station and Luton London Airport via an on highway section will increase the attractiveness of the towns to new investors. Additionally residents will be able to access the busway from local on street stops equipped with real time passenger information providing the journey time reassurance of this quality system.</p> <p>The route runs between Houghton Regis and Luton London Airport at its extremes, whilst it provides a number of access points along route allowing buses to make use of specific sections to minimise use of congested routes.</p>
<b>Status</b>	Currently under construction.
<b>Cost</b>	£90,000,000
<b>Funding Source</b>	Department for Transport with a 10% third party contribution consisting of Section 106 and Local Authority contributions.
<b>Development Supported</b>	<p>North of Houghton Regis SSSA   North of Luton SSSA   Napier Park, Stirling Place, Century Park, Power Court and Luton London Airport</p> <p>Extensions to the busway would penetrate the new development areas North of Houghton Regis and Luton.</p>
<b>Delivery Timeframe</b>	2013

## 11.0 Completed Schemes

- 11.1 In addition to the essential, critical and desirable schemes set out above, a new multi-storey car park has been provided adjacent to Luton Station. The car park was opened in January 2012 with the project managed by Network Rail though substantially funded by GAF funding through the Council. Some 740 spaces have been made available as a result of the scheme adjacent to Luton Station.

- 11.2 The desired impact of the package of strategic measures explored in this Paper is one which will provide the capacity for sustainable growth in Luton and Southern Central Bedfordshire. The schemes will enable the increase in demand to travel associated with an increase in population and economic activity to be catered for, whilst ensuring that general traffic can be accommodated on appropriate routes.
- 11.3 The alignment of the delivery of the completed schemes with housing developments coming forward is highlighted in Table 1 on the following page.

## **12.0 Ongoing work**

- 12.1 Initial work has also been carried out<sup>8</sup> on parks and ride sites, this was based on the previous modelling work and included an assessment of the potential usage of P&R sites that were in the emerging core strategy in 2008 (excludes a J10a site).
- 12.2 Apart from the Butterfield Development in Luton (where a site was identified as part of that development), work has still to be undertaken on detailed location of sites within the conurbation. Park & Ride sites have been identified in the emerging masterplans for various developments so further work will be considered as these masterplans come forward.
- 12.3 Luton Station was identified in the “Better Rail Stations” study for the previous Government undertaken by Chris Green and Sir Peter Hall as one of the ten worst stations in the UK, and proposals for its improvement are being developed in conjunction with Network Rail. In June 2010, the new coalition Government withdrew that funding stream, but has recently announced that a new fund has been created.

## **13.0 Timescales for major projects**

- 13.1 Table 1 below sets out the anticipated timescales for the development and implementation of strategic transport schemes, the timing of which relates to development proposals included within the LDF Core Strategy.

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<sup>8</sup> Halcrow Technical note ref CTLBQ1\P&R\01 dated 6<sup>th</sup> February 2009

Table 1 Implementation Programme for Strategic Transport Schemes

	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21
M1 Jct 10-13 Capacity Improvement	■	■	■							
Luton Dunstable Busway	■	■	■							
Northern Entrance to Luton Airport Parkway Station	■	■								
M1 Jct 10a Improvement			■	■						
Luton Town Centre Transport Scheme			■							
Access to Century Park Employment Area				■	■					
A5-M1 Link (Dunstable Northern Bypass, including M1 Junction 11a)				■	■	■				
Woodside Connection						■	■			
Public Transport Improvements North of Luton – Dunstable					■	■	■			
Luton Northern Bypass								■	■	■

#### 14.0 Luton & Central Bedfordshire Transport Model

14.1 As part of the submission for the LDF, transport modelling was included which looked at some areas for growth and some schemes no longer included in the LDF. To address this issue Central Bedfordshire Council and Luton Borough Council jointly commissioned the development of a multi-modal web-tag compliant transport model in 2010 through which to test the ability of the strategic and local transport infrastructure to facilitate the levels of growth set out within the Core Strategy, and the effectiveness of the proposed schemes to mitigate any adverse implications of such growth.

14.2 Transport consultancy Halcrow were commissioned to update and expand the existing transport model the key elements of which are set out below.

- Base year: 2009
- Forecast year: 2026
- Interim assessment year: 2016/17
- Coverage: Luton and the whole of Central Bedfordshire
- Outputs: Provides understanding of traffic flows in the morning and evening peak periods

14.3 Significant effort has been undertaken to ensure that the updated model is fit for purpose and capable of accurately reflecting current and future trends in travel behaviour. This has involved:

- Updating planning and population growth assumptions
- Taking comprehensive traffic counts at all relevant points within the network.

- Updating and agreeing the network coding used within the model is fit for purpose.
- Regular meetings with the Highways Agency to establish agreed data sets and assumptions to be applied within the model

## 15.0 Outputs from the Model

- 15.1 The initial outputs from the Luton and Central Bedfordshire Model are now available. They show that, in broad terms, the conclusions of the previous modelling work are correct. Specifically, they show that, with the transport mitigation measures included in the LDF, predicted traffic levels can be accommodated in a sustainable fashion. The initial outputs provide details of three separate scenarios, each of which envisage the delivery of different packages of transport schemes as set out in Table 2.
- 15.2 The development of the transport evidence to support the Core Strategy is an ongoing process that will culminate in detailed mitigation proposals, which will accompany planning applications for individual sites.

**Table 2:** Transport Modelling Scenarios

Expected Year of Completion	Do Nothing	Do Minimum	Do Something
		As Do Nothing plus	As Do Minimum plus
December 2009	Completion of Bedford Western bypass (A421-A428)		
December 2010	Completion of A421 dualling (M1 Jct. 13-Bedford)		
2013	Luton – Dunstable Guided Busway		
2013	M1 hard shoulder running (Jcts. 10-13)		
2013	Luton Parkway Station Northern Access		
2014			Luton Town Centre Transport Scheme
2014			M1 Junction 10a grade separation

Expected Year of Completion	Do Nothing	Do Minimum	Do Something
		As Do Nothing plus	As Do Minimum plus
2015		Luton 20mph zones	
2016		Proposed busway extensions (mainly using distributor roads but with short busway sections) to serve potential urban extensions to the north of Dunstable/ Houghton Regis, and the north and east of Luton (detail not yet agreed) <sup>9</sup> .	
2016		Distributor roads to serve potential urban extensions to the north of Dunstable and Houghton Regis, and the north of Luton.	
2016			A5-M1 Link (Dunstable Northern Bypass) including M1 Junction 11A
2017			The Leighton Buzzard Eastern Distributor Road between Heath Road and Stanbridge Road
2018			Dunstable Woodside Connection (to M1 Jct. 11a) Option 1.
2021			Luton Northern Bypass (M1-A6 section) based on WSP preferred Route – similar to Alternative Route C (referred to as Cv) from the 2006 Halcrow Luton Northern Bypass Feasibility Study.

<sup>9</sup> Assuming 2016 for north east of Houghton Regis, north west of Houghton Regis in 2021, and north of Luton in 2021.

Expected Year of Completion	Do Nothing	Do Minimum	Do Something
		As Do Nothing plus	As Do Minimum plus
Beyond 2026			Luton Northern Bypass (A6-A505 section) using Route G from the 2006 Halcrow Luton Northern Bypass Feasibility Study.

15.3 Key issues arising from the initial model outputs are as follows:

- Taking the expected traffic growth into consideration, when the transport measures included in the LDF are introduced, average traffic speeds and the number of unplanned stops, over the whole network area, will remain broadly the same in 2026 as they would be if no growth in addition to that already planned took place
- There is a marked deterioration in network performance in the 'Do minimum' scenario compared to that of the 'Do something scenario' indicating the vital importance of the transport infrastructure introduced in the 'Do something' scenario such as that of the A5-M1 link road.
- There remain some specific areas where there is greater congestion as a result of growth, particularly along the corridor from the growth areas in Houghton Regis through to the centre of Luton. These increases, which are similar to those previously indicated by the old model, can be accommodated. However, further studies are now being agreed with the Highways Agency to look in detail at how this can be addressed. The sort of measures needed include detailed measures to promote more sustainable modes. As such, they are smaller scale measures which do not need to be considered in detail as part of this LDF.

#### Conclusion

15.4 The new modelling work carried out has shown that the transport issues arising are broadly the same as those shown by the modelling submitted as part of the LDF. Specifically, they show that the transport measures proposed within the LDF are essential to ensure sustainable growth in transport terms and that, the growth itself can be achieved sustainably.



## **16.0 Statement of Common Ground**

- 16.1 A Statement of Common Ground has been issued by Luton Borough Council, Central Bedfordshire Council and the Highways Agency to set an agreed way forward in the identification and delivery of transport infrastructure requirements. This has been produced in relation to the modelling work undertaken by the authorities.

## **17.0 Future Work**

- 17.1 As mentioned in section 13.1 above, the authorities are exploring the possibility of undertaking a more in depth corridor based study of the potential impacts and mitigating measures required to facilitate growth.
- 17.2 The transport model which has been developed is a 'SATURN' Model and these focus on highlighting strategic transport movements. As such a more focused corridor based study will allow the authorities to identify junction specific concerns and solutions on the local road network.

## **18.0 Funding Sources**

- 18.1 A number of sources of funding have been identified through which to ensure the deliverability of the schemes, both in terms of the essential, critical and desirable strategic infrastructure drawn out within this Paper and also for the implementation of the smaller scale schemes to be delivered through the Local Transport Plans themselves.
- 18.2 The DfT, developers, and European funding pots all provide channels which to capitalise upon for the delivery of the measures required to facilitate growth.

## **19.0 Summary**

- 19.1 This Paper has sought to amalgamate the background detail on the strategically important elements of transport infrastructure required to be delivered over the period of the Core Strategy.
- 19.2 It is felt that through the implementation of these schemes the transport network will be able to provide the capacity for growth and enable the sustainable delivery of housing and employment targets in the Plan area.

- 19.3 It is recognised that the ability of these schemes to meet such demands requires verification and this will be achieved through the use of the transport model once complete. Supplementary corridor based studies will also enable the authorities to take both a strategic and more localised approach to transport provision to mitigate the adverse impacts of growth.
- 19.4 The ongoing partnership working being undertaken between Central Bedfordshire Council, Luton Borough Council and the Highways Agency will ensure that schemes are identified and delivered in a way which compliments the housing trajectories in the Core Strategy.

End.

**Luton and southern Central Bedfordshire Core Strategy  
Submission March 2011**

**Background Paper 10: Delivering and  
Funding The Core Strategy  
6 May 2011**

**Authors: Lachlan Robertson, Lynsey Hillman-Gamble, Luton and southern  
Central Bedfordshire Joint Technical Unit**

## Background Paper 10: Delivering and Funding the Core Strategy

### 1.0 Inspector's concerns (paragraph 34 and 35 of letter dated 15 April 2011)

*34. The evidence should cover who will provide the infrastructure and when it will be provided. In this CS the key development policies all have infrastructure implications of various degrees. The CS has an Infrastructure Schedule (Table 4.1), but it only covers the first five years of the plan period, including those requirements necessary at that time for the next five years. It is not related to particular CS policies or allocations, and it does not clearly set out what are the key or critical infrastructure projects needed to deliver the allocations and 'recommendations'. The CS Table appears to be based on information in the Infrastructure Delivery Plan & Funding Study [the IDP] (Documents GEN1.1 and GEN1.2). Neither set out what infrastructure is needed at what particular point or phase of a specified development. So I do not know whether the CS will deliver what it says it will, or at the time that it says.*

*35. Both the CS and the IDP mention a substantial "funding gap". I cannot find the information that tells me what that means in practice or how it might be solved so that development can be implemented. Please provide that information or direct me to it in the evidence base."*

### 2.0 General Context to Funding Sources

2.1 The principal source of information about the funding of the infrastructure associated with the Core Strategy is the Infrastructure Delivery Plan and Funding Study commissioned by the Local Delivery Vehicle, Luton Gateway, and which reported on 15<sup>th</sup> October 2010. Other sources of information have been used to prepare this background paper and where relevant additional documentation is attached.

2.2 The Study ended in Chapter 14 with a set of recommendations for future work that would assist in closing the funding gap identified. The recommended actions were of course made to the Local Delivery Vehicle, being the mechanism that had been set up to deliver the growth required for this area. In summary these were:

- To work with service providers to reduce costs,
- To keep the information in the Study up-to-date,
- To lead infrastructure providers to plan for and fund the infrastructure,
- To develop a strategy and action plan to "maximise" existing grant sources - especially the emerging idea of Tax Incentivised Financing (TIF),
- To set up a working group to explore development tariffs and the Community Infrastructure Levy
- That the latter develops an appropriate Supplementary Planning Document on Developer Contributions.

2.2 With the demise of the LDV following the withdrawal of Central Government funding for these organisations, the responsibility for taking these recommendations forward has returned to the constituent local authorities. Nevertheless it is important to the overall strategy for reducing the funding gap that as far as possible these actions are progressed. Recognising the importance of cross-boundary working an internal officer group between Central Bedfordshire and Luton Borough Council has been put in place to continue to work jointly on these important issues.

- 2.3 The two local authorities recognise the need for additional capacity on delivery matters in the absence of the delivery vehicle. A bid to support work on the development of development tariffs and to support commercial awareness work is currently with CLG awaiting determination.
- 2.4 The following are examples of the work that is currently underway to assist in the reduction of the funding gap by discussion with service providers.
- 2.5 Discussions are currently underway between the developers at Houghton Regis North SSSA and with Central Bedfordshire on the possibility that infrastructure costs can be reduced from the levels indicated in the Infrastructure Study. This essentially means looking at the **education requirements** afresh and the efficient use of existing Central Bedfordshire assets.
- 2.6 Central Bedfordshire as highways authority has commissioned work on the costs and benefits of the **Luton Northern By-pass** which includes an assessment of the opportunities for alternative cheaper solutions.
- 2.7 Luton Borough Council is in discussions with developers and the relevant Airport organisations on the method of achieving **access to the East of London Luton Airport** employment area through the airport which would not involve overly expensive engineering operations.
- 2.8 The “funding gap” referred to in the Core Strategy and the IDP&FS is only a snapshot taken in a continuously changing context. As projects in the Study change and mature, there is a need to keep the information up-to-date so that the funding gap can be tracked over time. The Joint Technical Unit will shortly be undertaking this work of updating the information.
- 2.9 Each Council’s **economic development departments** will be leading discussions with service providers to encourage them to plan and fund the necessary works in accordance with their responsibilities.
- 2.10 Both local authorities continue to be proactive in bidding for resources to bring forward schemes. Examples include RGF submissions for **Junction 10a** and a current proposal being developed with Network Rail to fund redevelopment options at **Luton Town Centre station**.
- 2.11 Growth Area Funding has been used to bring forward schemes so that they are funding ready including dealing with design, public consultation and final Public Inquiry stages. GAF has funded work on the **Town Centre Transport Scheme, Junction 10a, Luton Northern Bypass and the Woodside Link** to ensure that they are delivery ready.
- 2.11 Options to make use of innovative funding mechanisms are also being developed. A proposal for **Tax Incremental Financing** has been developed to support access to Century Park. Legislation to support TIF is expected as part of the Local Government Resource Review which is due in July 2011.
- 2.12 Central Bedfordshire has begun a project to deliver a **CIL** arrangement for its area. Luton Borough Council has yet to begin work on this method for funding infrastructure. However, any such arrangements will not be in place until 2014.
- 2.13 **Policy CS2** provides a background to the work that is required in order to produce a Supplementary Planning Document on developer contributions for the wider Luton

and southern Central Bedfordshire area. Work will be commencing in the Summer 2011 with the intention to place it before the local authorities for approval at the same time as the Core Strategy is placed before the Authorities for adoption.

**3.0 The Infrastructure Schedule**

- 3.1 Appendix BP10 – A includes a table of all the infrastructure projects in their entirety with a cross reference to the Infrastructure Delivery Plan & Funding Study to where further information on each project can be found.
- 3.2 Appendix BP10 – B includes a potential replacement Infrastructure Schedule as an alternative to Table 4.1 in the Core Strategy. However, it is drawn directly from the current IDP&FS and therefore reflects the situation as was known in October 2010. This is in itself drawn from an Infrastructure Model which is a spreadsheet that will require continuous updating as more or new information about infrastructure projects emerges or is sought.

**Appendix BP10 A - Location of Infrastructure Projects within the IDP Document**

Project Code	Priority Level	Infrastructure Category	Infrastructure Project	Growth Location	Location within the IDP&FS
P_CO01	Essential	Community Facilities	1 Community Centre	Luton District	Pages 66-71
P_CO02	Essential	Community Facilities	1 Community Centre	Central Beds (Southern Section)	Pages 66-71
P_CO05	Essential	Community Facilities	1 Community Centre	Luton District	Pages 66-71
P_CO06	Essential	Community Facilities	Sports Hall (4x Badminton Courts)	Luton District	Pages 66-71
P_CO07	Essential	Community Facilities	Sports Hall (4x Badminton Courts)	Luton District	Pages 66-71
P_CO08	Essential	Community Facilities	Sports Hall (4x Badminton Courts)	Luton District	Pages 66-71
P_CO09	Essential	Community Facilities	1 Community Centre	Central Beds (Southern Section)	Pages 66-71
P_CO32	Essential	Community Facilities	Swimming Pool (8 lane pool 2,225sqm building)	Luton District	Pages 66-71
P_CO43	Essential	Community Facilities	Swimming Pool (8 lane pool 2,225sqm building)	Central Beds (Southern Section)	Pages 66-71
P_CO44	Essential	Community Facilities	Swimming Pool (4 lane pool 1726sqm building)	Central Beds (Southern Section)	Pages 66-71
P_EC11	Essential	Economic Development	Luton Station Gateway - Development (Station Quarter)	Luton projected completions	Pages 39-44
P_EC12	Essential	Economic Development	Power Court	Luton projected completions	Pages 39-44
P_EC14	Essential	Economic Development	Mall extensions - Phase 2 (Plaiterslea/Church Street)	Luton projected completions	Pages 39-44
P_EC03	Essential	Economic Development	Century Park	Projected Employment from East of Luton	Pages 39-44

P_EC08	Essential	Economic Development	Dunstable Town Centre Masterplan & Delivery	Central Beds (Southern Section) Projected Completions	Pages 39-44
P_EC10	Essential	Economic Development	Leighton Linlade Masterplan	Central Beds (Southern Section) Projected Completions	Pages 39-44
P_EC01	Essential	Economic Development	Butterfield	Luton District	Pages 39-44
P_EC02	Essential	Economic Development	Napier Park	Luton District	Pages 39-44
P_EC04	Essential	Economic Development	New Strategic Employment Sites	Sub-Region	Pages 39-44
P_EC13	Essential	Economic Development	Mall extensions - Phase 1 (St George's Square)	Luton Projected Completions	Pages 39-44
P_ED17	Essential	Education	3FE Primary School	Additional Urban Capacity from 2019 to 2026	Pages 54-58
P_ED18	Essential	Education	3FE Primary School	Additional Urban Capacity from 2019 to 2026	Pages 54-58
P_ED22	Essential	Education	6FE Secondary School	Additional Urban Capacity from 2019 to 2026	Pages 54-58
P_ED04	Essential	Education	3FE Primary School	Luton Projected Completions	Pages 54-58
P_ED05	Essential	Education	3FE Primary School	Luton Projected Completions	Pages 54-58
P_ED06	Essential	Education	3FE Primary School	Luton Projected Completions	Pages 54-58
P_ED07	Essential	Education	3FE Primary School	Luton Projected Completions	Pages 54-58
P_ED35	Essential	Education	Pre-School	Luton Projected Completions	Pages 54-58
P_ED15	Essential	Education	Upper School Contribution	Projected Completions from East of Leighton Buzzard	Pages 54-58
P_ED36	Essential	Education	2FE Lower School	Projected Completions from East of Leighton Buzzard	Pages 54-58
P_ED37	Essential	Education	2FE Lower School	Projected Completions from East of Leighton Buzzard	Pages 54-58
P_ED38	Essential	Education	4FE Middle School	Projected Completions from East of Leighton Buzzard	Pages 54-58
P_ED40	Essential	Education	2FE Lower School	Projected Completions from North of Houghton Regis	Pages 54-58
P_ED41	Essential	Education	2FE Lower School	Projected Completions from North of Houghton Regis	Pages 54-58



P_ED42	Essential	Education	3FE Lower School		Projected Completions from North of Houghton Regis	Pages 54-58
P_ED43	Essential	Education	3FE Lower School		Projected Completions from North of Houghton Regis	Pages 54-58
P_ED45	Essential	Education	5FE Middle School		Projected Completions from North of Houghton Regis	Pages 54-58
P_ED46	Essential	Education	5FE Middle School		Projected Completions from North of Houghton Regis	Pages 54-58
P_ED48	Essential	Education	10FE Upper School		Projected Completions from North of Houghton Regis	Pages 54-58
P_ED51	Essential	Education	Pre-School		Projected Completions from North of Houghton Regis	Pages 54-58
P_ED30	Essential	Education	3FE Primary School		Projected Completions from North of Luton	Pages 54-58
P_ED10	Essential	Education	2FE Lower School		Central Beds (Southern Section) Projected Completions	Pages 54-58
P_ED11	Essential	Education	2FE Lower School		Central Beds (Southern Section) Projected Completions	Pages 54-58
P_ED12	Essential	Education	2FE Lower School		Central Beds (Southern Section) Projected Completions	Pages 54-58
P_ED13	Essential	Education	5FE Middle School		Central Beds (Southern Section) Projected Completions	Pages 54-58
P_ED34	Essential	Education	Pre-School		Central Beds (Southern Section) Projected Completions	Pages 54-58
P_ED44	Essential	Education	2FE Lower School		Central Beds (Southern Section) Projected Completions	Pages 54-58
P_ED23	Essential	Education	3FE Primary School		Unallocated growth in Villages to 2021	Pages 54-58
P_ED24	Essential	Education	6FE Secondary School		Unallocated growth in Villages to 2021	Pages 54-58
P_ED01	Essential	Education	University of Bedfordshire		Sub-Region	Pages 54-58
P_ED03	Essential	Education	Luton 6th Form College		Luton District	Pages 54-58
P_ED09	Essential	Education	6FE Secondary School		Luton District	Pages 54-58
P_ED39	Essential	Education	10FE Upper School		Central Beds (Southern Section)	Pages 54-58
P_HE08	Essential	Healthcare	5 GPs, 4 Dentists		Luton District	Pages 63-64
P_HE09	Essential	Healthcare	5 GPs, 4 Dentists		Luton District	Pages 63-64
P_HE05	Essential	Healthcare	5 GPs, 2 Dentists		Central Beds (Southern Section)	Pages 63-64

P_HE06	Essential	Healthcare	5 GPs, 2 Dentists	Central Beds (Southern Section)	Pages 63-64
P_HE07	Essential	Healthcare	5 GPs, 2 Dentists	Central Beds (Southern Section)	Pages 63-64
P_OS01	Essential	Open Space	Mall extensions - Public Realm Improvements	Luton District	Pages 73-76
P_OS02	Essential	Open Space	District / Borough 63ha	Sub-Region	Pages 73-76
P_OS03	Essential	Open Space	Neighbourhood 55ha	Luton District	Pages 73-76
P_OS04	Essential	Open Space	Local 12ha	Luton District	Pages 73-76
P_OS05	Essential	Open Space	Neighbourhood 55ha	Central Beds (Southern Section)	Pages 73-76
P_OS06	Essential	Open Space	Local 12ha	Central Beds (Southern Section)	Pages 73-76
P_OS09	Essential	Open Space	Strategic 98ha	Sub-Region	Pages 73-76
P_TR03	Essential	Transport	Luton Station - New Multistorey CP	Luton projected completions	Pages 91-100
P_TR04	Essential	Transport	Luton Town Centre Improvements	Luton Projected Completions	Pages 91-100
P_TR23	Essential	Transport	Luton Station Redevelopment	Luton Projected Completions	Pages 91-100
P_TR15	Critical	Transport	East of Leighton Distributor Road	Projected Completions from East of Leighton Buzzard	Pages 91-100
P_TR20	Critical	Transport	New commercial bus service X1	Projected Completions from East of Leighton Buzzard	Pages 91-100
P_TR08	Critical	Transport	East of Luton Employment Access	Projected Employment from East of Luton	Pages 91-100
P_TR21	Critical	Transport	New commercial bus service X1	Projected Completions from North of Houghton Regis	Pages 91-100
P_TR27	Critical	Transport	New commercial bus service X1	Projected Completions from North of Houghton Regis	Pages 91-100
P_TR28	Critical	Transport	New commercial bus service X1	Projected Completions from North of Houghton Regis	Pages 91-100
P_TR19	Critical	Transport	New commercial bus service X1	Projected Completions from North of Luton	Pages 91-100
P_TR01	Critical	Transport	Luton-Dunstable Busways	Sub-Region	Pages 91-100
P_TR05	Critical	Transport	J10A	Sub-Region	Pages 91-100
P_TR06	Critical	Transport	A5-M1 Link (Inclu. Proposed Junction 11A)	Sub-Region	Pages 91-100
P_TR07	Critical	Transport	Woodside Connection	Sub-Region	Pages 91-100
P_TR09	Desirable	Transport	New North Railway Station	Sub-Region	Pages 91-100
P_TR10A	Critical	Transport	Luton Northern Bypass (M1-Sundon Park Road)	Sub-Region	Pages 91-100
P_TR10B	Critical	Transport	Luton Northern Bypass (Sundon Park Road-A6)	Sub-Region	Pages 91-100
P_TR10C	Desirable	Transport	Luton Northern Bypass (A6-A505)	Sub-Region	Pages 91-100

P_TR24	Critical	Transport	M1 Widening junctions 10-13	Sub-Region	Pages 91-100
P_TR25	Critical	Transport	Luton Parkway Station Northern Access	Luton District	Pages 91-100
P_U1	Critical	Utilities	New Primary S/S and reinforcement at Sundon grid	Projected Completions from East of Leighton Buzzard	Pages 79-81
P_U8	Critical	Utilities	Rising Main to Stanbridgeford WwTW	Projected Completions from East of Leighton Buzzard	Pages 82-85
P_U9	Critical	Utilities	Rising Main to Stanbridgeford WwTW	Projected Completions from East of Leighton Buzzard	Pages 82-85
P_U17	Critical	Utilities	Rising Main to Luton (East Hyde) WwTW	Projected Employment from East of Luton	Pages 82-85
P_U2	Critical	Utilities	New Primary S/S and network reinforcement	Projected Employment from East of Luton	Pages 79-81
P_U12	Critical	Utilities	Rising Main to Dunstable WwTW	Projected Completions from North of Houghton Regis	Pages 82-85
P_U13	Critical	Utilities	Gravity Sewer to Dunstable WwTW	Projected Completions from North of Houghton Regis	Pages 82-85
P_U14	Critical	Utilities	Gravity Sewer to Dunstable WwTW	Projected Completions from North of Houghton Regis	Pages 82-85
P_U15	Critical	Utilities	Gravity Sewer to Chalton WwTW	Projected Completions from North of Houghton Regis	Pages 82-85
P_U5	Critical	Utilities	New Primary S/S, cable routes and reinforcement at Sundon Grid	Projected Completions from North of Houghton Regis	Pages 79-81
P_U16	Critical	Utilities	Gravity Sewer to Chalton WwTW	Projected Completions from North of Luton	Pages 82-85
P_U19	Critical	Utilities	Gravity Sewer to Chalton WwTW	Projected Completions from North of Luton	Pages 82-85
P_U6	Critical	Utilities	New Primary S/S and network reinforcement	Projected Completions from North of Luton	Pages 79-81
P_U7	Critical	Utilities	Minor Reinforcement works and crossing of M1	Projected Completions from North of Luton	Pages 79-81

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**Appendix BP10 B: Alternative Infrastructure Schedule to replace Table 4.1 of the Core Strategy**

<b>Growth Location : East Leighton Linslade SSSA</b>									
Infrastructure					Infrastructure Delivery	Costs and Funding			
Code	Category	Project Description	Priority Level	Date Required / Trigger	Project Costs	Source of Funding	Available/ Identified Funding	Funding Gap	
P_TR15	Transport	East of Leighton Distributor Road	Critical	2017	£20,800,000	Developer	£20,800,000	£0	
P_TR20	Transport	New commercial bus service X1	Critical	2016	£1,000,000	Developer	£1,000,000	£0	
P_U1	Utilities	New Primary S/S and reinforcement at Sundon grid	Critical	2011	£12,000,000	Developer	£12,000,000	£0	
P_U8	Utilities	Rising Main to Stanbridgeford WwTW	Critical	2011	£420,000	AWS & Developer	£350,000	£70,000	
P_U9	Utilities	Rising Main to Stanbridgeford WwTW	Critical	2011	£400,000	AWS & Developer	£400,000	£0	
P_ED36	Education	2 Form of Entry Lower School	Essential	2018	£2,250,000		£0	£2,250,000	
P_ED36	Education	2 Form of Entry Lower School	Essential	2018	£2,250,000		£0	£2,250,000	
P_ED37	Education	2 Form of Entry Lower School	Essential	2023	£4,500,000		£0	£4,500,000	
P_ED38	Education	4 Form of Entry Middle School	Essential	2023	£8,100,000		£0	£8,100,000	
P_ED15	Education	Upper School Contribution	Essential	2023	£7,108,608		£0	£7,108,608	
Total of all Critical Projects to be delivered or part-funded in the first 5 years					£34,620,000		£34,550,000	£70,000	
Total of all Essential Projects to be delivered or part-funded in the first 5 years					£2,250,000		£0	£2,250,000	
Total of all Essential Projects to be delivered or part-funded in the Second 5 years					£2,250,000		£0	£2,250,000	
Total of all Essential projects to be funded and/or delivered during the third 5 years					£19,708,608		£0	£19,708,608	
Total of all Critical and Essential projects relating to East Leighton Linslade SSSA					£58,828,608		£34,550,000	£24,278,608	
Denotes projects that are to be delivered, part-funded and/or part-delivered during the first 5 years of the Core Strategy (2011-2016) or in preparation for the second 5 years (2016-2021)									
Denotes projects that are to be delivered, part-funded and/or part-delivered during the second 5 years of the Core Strategy (2016-2021) or in preparation for the final 5 years (2021-2026)									
Denotes projects that are to be delivered, Funded or part-funded during the third 5 years of the Core Strategy (2021-2026)									

Growth Location : North Houghton Regis SSSA										
Infrastructure					Infrastructure Delivery			Costs and Funding		
Code	Category	Project Description	Priority Level	Date Required / Trigger	Project Costs	Source of Funding	Available/ Identified Funding	Funding Gap		
P_U12	Utilities	Rising Main to Dunstable WwTW	Critical	2011	£280,000	Developer	£280,000	£0		
P_U13	Utilities	Gravity Sewer to Dunstable WwTW	Critical	2011	£580,000	AWS & Developer	£290,000	£290,000		
P_U14	Utilities	Gravity Sewer to Dunstable WwTW	Critical	2011	£1,120,000	Developer	£1,120,000	£0		
P_U15	Utilities	Gravity Sewer to Chalton WwTW	Critical	2011	£840,000	Developer	£840,000	£0		
P_U5	Utilities	New Primary S/S, cable routes and reinforcement at Sundon Grid	Critical	2011	£7,000,000	Developer	£7,000,000	£0		
P_TR21	Transport	New commercial bus service X1	Critical	2013 / 1 Dwelling	£1,000,000	Developer	£1,000,000	£0		
P_ED40	Education	2 Form of Entry Lower School	Essential	2016	£4,500,000		£0	£4,500,000		
P_TR27	Transport	New commercial bus service X1	Critical	2018 / 1700 Dwellings	£1,000,000	Developer	£1,000,000	£0		
P_ED41	Education	2 Form of Entry Lower School	Essential	2020	£4,500,000		£0	£4,500,000		
P_ED51	Education	Pre-School	Essential	2021	£600,000		£0	£600,000		
P_ED45	Education	5 Form of Entry Middle School	Essential	2022	£5,000,000		£0	£5,000,000		
P_TR28	Transport	New commercial bus service X1	Critical	2022 / 3450 Dwellings	£1,000,000	Developer	£1,000,000	£0		
P_ED45	Education	5 Form of Entry Middle School	Essential	2022	£5,000,000		£0	£5,000,000		
P_ED42	Education	3 Form of Entry Lower School	Essential	2026	£5,600,000		£0	£5,600,000		
P_ED46	Education	5 Form of Entry Middle School	Essential	2026	£10,000,000		£0	£10,000,000		
P_ED48	Education	10 Form of Entry Upper School	Essential	2026	£26,000,000		£0	£26,000,000		
P_ED43	Education	3 Form of Entry Lower School	Essential	2031	£5,600,000		£0	£5,600,000		

Total of all Critical Projects to be delivered or part-funded in the first 5 years	£10,820,000		£10,530,000	£290,000
Total of all Essential Projects to be delivered or part-funded in the first 5 years	£4,500,000		£0	£4,500,000
Total of all Critical Projects to be delivered or part-funded in the second 5 years	£1,000,000		£1,000,000	£0
Total of all Essential Projects to be delivered or part-funded in the Second 5 years	£10,100,000		£0	£10,100,000
Total of all Critical projects to be funded and/or delivered during the third 5 years	£1,000,000		£1,000,000	£0
Total of all Essential projects to be funded and/or delivered during the third 5 years	£46,600,000		£0	£46,600,000
Total of all Critical and Essential projects relating to North Houghton Regis SSSA	£74,020,000		£12,530,000	£61,490,000
Total of all Projects to be delivered beyond the Plan period (if required)	£5,600,000		£0	£5,600,000
Total of all Critical and Essential projects relating to North Houghton Regis SSSA Including Projects to be delivered beyond the Plan period (if required)	£79,620,000		£12,530,000	£67,090,000
Denotes projects that are to be delivered, part-funded and/or part-delivered during the first 5 years of the Core Strategy (2011-2016) or in preparation for the second 5 years (2016-2021)				
Denotes projects that are to be delivered, part-funded and/or part-delivered during the second 5 years of the Core Strategy (2016-2021) or in preparation for the final 5 years (2021-2026)				
Denotes projects that are to be delivered, Funded or part-funded during the third 5 years of the Core Strategy (2021-2026)				
Denotes projects that are to be delivered, part-funded and/or part-delivered beyond the plan period of the Core Strategy (2026-2031)				

<b>Growth Location : North Luton SSSA</b>									
Infrastructure					Infrastructure Delivery		Costs and Funding		
Code	Category	Project Description	Priority Level	Date Required / Trigger	Project Costs	Source of Funding	Available/ Identified Funding	Funding Gap	
P_U7	Utilities	Minor Reinforcement works and crossing of M1	Critical	2011	£2,000,000	EDF + Developer	£2,000,000	£0	
P_U16	Utilities	Gravity Sewer to Chalton WwTW	Critical	2011	£3,000,000	TWUL	£3,000,000	£0	
P_U19	Utilities	Gravity Sewer to Chalton WwTW	Critical	2011	£480,000	Developer	£480,000	£0	
P_U6	Utilities	New Primary S/S and network reinforcement	Critical	2019	£1,666,667	EDF + Developer	£1,500,000	£166,667	
P_U6	Utilities	New Primary S/S and network reinforcement	Critical	2019	£3,333,333	EDF + Developer	£0	£3,333,333	
P_TR19	Transport	New commercial bus service X1	Critical	2019 / 1 Dwelling	£1,000,000	Developer	£1,000,000	£0	
P_ED30	Education	3 Form of Entry Primary School	Essential	2026	£4,600,000		£0	£4,600,000	
Total of all Critical Projects to be delivered or part-funded in the first 5 years					£7,146,667		£6,980,000	£166,667	
Total of all Critical Projects to be delivered or part-funded in the second 5 years					£4,333,333		£1,000,000	£3,333,333	
Total of all Essential projects to be funded and/or delivered during the third 5 years					£4,600,000		£0	£4,600,000	
Total of all Critical and Essential projects relating to North Luton SSSA					£16,080,000		£7,980,000	£8,100,000	
Denotes projects that are to be delivered, part-funded and/or part-delivered during the first 5 years of the Core Strategy (2011-2016) or in preparation for the second 5 years (2016-2021)									
Denotes projects that are to be delivered, part-funded and/or part-delivered during the second 5 years of the Core Strategy (2016-2021) or in preparation for the final 5 years (2021-2026)									
Denotes projects that are to be delivered, Funded or part-funded during the third 5 years of the Core Strategy (2021-2026)									



<b>Growth Location : Luton Completions</b>									
Infrastructure					Infrastructure Delivery	Costs and Funding			
Code	Category	Project Description	Priority Level	Date Required / Trigger	Project Costs	Source of Funding	Available/ Identified Funding	Funding Gap	
P_TR03	Transport	Luton Station - New Multistorey CP	Essential	2010	£16,000,000	GAF II & III	£16,000,000	£0	
P_EC11	Economic Development	Luton Station Gateway - Development (Station Quarter)	Essential	2012	£50,000,000	Developer Led	£50,000,000	£0	
P_EC12	Economic Development	Power Court	Essential	2012	£400,000,000	Developer Led	£400,000,000	£0	
P_EC14	Economic Development	Mall extensions - Phase 2 (Plaiterslea/Church Street)	Essential	2012	£250,000,000	Developer Led	£250,000,000	£0	
P_TR04	Transport	Luton Town Centre Improvements	Essential	2013	£26,100,000	RFA & GAF III	£26,100,000	£0	
P_EC13	Economic Development	Mall extensions - Phase 1 (St George's Square)	Essential	2014	£20,000,000	Developer Led	£20,000,000	£0	
P_ED04	Education	3 Form of Entry Primary School	Essential	2015 / 630 Pupils	£4,600,000		£0	£4,600,000	
P_ED35	Education	Pre-School	Essential	2021	£360,000		£0	£360,000	
P_ED05	Education	3 Form of Entry Primary School	Essential	2018 / 1260 Pupils	£4,600,000		£0	£4,600,000	
P_ED35	Education	Pre-School	Essential	2021	£240,000		£0	£240,000	
P_TR23	Transport	Luton Station Redevelopment	Essential	2023	£12,000,000	Government	£3,000,000	£9,000,000	
P_TR23	Transport	Luton Station Redevelopment	Essential	2023	£8,000,000	Government	£0	£8,000,000	
P_ED06	Education	3 Form of Entry Primary School	Essential	2026 / 1890 Pupils	£4,600,000		£0	£4,600,000	
P_ED07	Education	3 Form of Entry Primary School	Essential	2026 / 1930 Pupils	£4,600,000		£0	£4,600,000	
<b>Total of all Essential Projects to be delivered or part-funded in the first 5 years</b>					<b>£767,060,000</b>		<b>£762,100,000</b>	<b>£4,960,000</b>	
<b>Total of all Essential Projects to be delivered or part-funded in the Second 5 years</b>					<b>£16,840,000</b>		<b>£3,000,000</b>	<b>£13,840,000</b>	
<b>Total of all Essential projects to be funded and/or delivered during the third 5 years</b>					<b>£17,200,000</b>		<b>£0</b>	<b>£17,200,000</b>	
<b>Total of all Critical and Essential projects relating to the Luton Growth Area</b>					<b>£801,100,000</b>		<b>£765,700,000</b>	<b>£36,000,000</b>	
Denotes projects that are to be delivered, part-funded and/or part-delivered during the first 5 years of the Core Strategy (2011-2016) or in preparation for the second 5 years (2016-2021)									

Denotes projects that are to be delivered, part-funded and/or part-delivered during the second 5 years of the Core Strategy (2016-2021) or in preparation for the final 5 years (2021-2026)
Denotes projects that are to be delivered, Funded or part-funded during the third 5 years of the Core Strategy (2021-2026)

<b>Growth Location : Central Bedfordshire (southern section)</b>									
Infrastructure					Costs and Funding				
Code	Category	Project Description	Priority Level	Infrastructure Delivery	Date Required / Trigger	Project Costs	Source of Funding	Available/ Identified Funding	Funding Gap
P_EC08	Economic Development	Dunstable Town Centre Masterplan & Delivery	Essential	2012	2012	£1,750,000	LABGI + GAF III Funding	£1,750,000	£0
P_ED44	Education	2 Form of Entry Lower School	Essential	2013	2013	£4,500,000		£0	£4,500,000
P_ED10	Education	2 Form of Entry Lower School	Essential	2015	2015	£4,500,000		£0	£4,500,000
P_EC10	Economic Development	Leighton Linlade Masterplan	Essential	2018	2018	£90,000	Central Bedfordshire	£90,000	£0
P_EC10	Economic Development	Leighton Linlade Masterplan	Essential	2018	2018	£60,000	Central Bedfordshire	£60,000	£0
P_ED13	Education	5 Form of Entry Middle School	Essential	2018	2018	£10,000,000		£0	£10,000,000
P_ED11	Education	2 Form of Entry Lower School	Essential	2020	2020	£4,500,000		£0	£4,500,000
P_ED34	Education	Pre-School	Essential	2021	2021	£600,000		£0	£600,000
P_ED12	Education	2 Form of Entry Lower School	Essential	2026	2026	£4,500,000		£0	£4,500,000
<b>Total of all Essential Projects to be delivered or part-funded in the first 5 years</b>						£10,840,000		£1,840,000	£9,000,000
<b>Total of all Essential Projects to be delivered or part-funded in the Second 5 years</b>						£15,160,000		£60,000	£15,100,000
<b>Total of all Essential projects to be funded and/or delivered during the third 5 years</b>						£4,500,000		£0	£4,500,000
<b>Total of all Critical and Essential projects relating to Central Bedfordshire (southern section)</b>						£30,500,000		£1,900,000	£28,600,000
Denotes projects that are to be delivered, part-funded and/or part-delivered during the first 5 years of the Core Strategy (2011-2016) or in preparation for the second 5 years (2016-2021)									
Denotes projects that are to be delivered, part-funded and/or part-delivered during the second 5 years of the Core Strategy (2016-2021) or in preparation for the final 5 years (2021-2026)									
Denotes projects that are to be delivered, Funded or part-funded during the third 5 years of the Core Strategy (2021-2026)									

<b>Growth Location : Additional Urban Capacity (from 2019 to 2026)</b>								
Infrastructure				Infrastructure Delivery	Costs and Funding			
Code	Category	Project Description	Priority Level	Date Required / Trigger	Project Costs	Source of Funding	Available/ Identified Funding	Funding Gap
P_ED17	Education	3 Form of Entry Primary School	Essential	2024 / 630 Pupils	£4,600,000		£0	£4,600,000
P_ED18	Education	3 Form of Entry Primary School	Essential	2026 / 1116 Pupils	£4,600,000		£0	£4,600,000
P_ED22	Education	6 Form of Entry Secondary School	Essential	2026 / 294 Pupils	£10,984,167		£0	£10,984,167
Total of all Essential projects to be funded and/or delivered during the third 5 years					£20,184,167		£0	£20,184,167
Total of all Critical and Essential projects relating to Additional Urban Capacity (from 2019 to 2026)					£20,184,167		£0	£20,184,167
Denotes projects that are to be delivered, Funded or part-funded during the third 5 years of the Core Strategy (2021-2026)								

<b>Growth Location : Employment East of Luton</b>									
Infrastructure				Infrastructure Delivery	Costs and Funding				
Code	Category	Project Description	Priority Level	Date Required / Trigger	Project Costs	Source of Funding	Available/ Identified Funding	Funding Gap	
P_U17	Utilities	Rising Main to Luton (East Hyde) WwTW	Critical	2011	£3,220,000	TWUL	£3,220,000	£0	
P_U2	Utilities	New Primary S/S and network reinforcement	Critical	2011	£10,000,000	EDF + Developer	£2,000,000	£8,000,000	
P_EC03	Economic Development	Century Park	Essential	2012	£200,000,000	Developer	£200,000,000	£0	
P_TR08	Transport	East of Luton Employment Access	Critical	2019	£50,000,000	Developer	£50,000,000	£0	
Total of all Critical Projects to be delivered or part-funded in the first 5 years					£13,220,000		£5,220,000	£8,000,000	
Total of all Essential Projects to be delivered or part-funded in the first 5 years					£200,000,000		£200,000,000	£0	
Total of all Critical Projects to be delivered or part-funded in the second 5 years					£50,000,000		£50,000,000	£0	
Total of all Critical and Essential projects relating to Employment East of Luton					£263,220,000		£255,220,000	£8,000,000	
Denotes projects that are to be delivered, part-funded and/or part-delivered during the first 5 years of the Core Strategy (2011-2016) or in preparation for the second 5 years (2016-2021)									
Denotes projects that are to be delivered, part-funded and/or part-delivered during the second 5 years of the Core Strategy (2016-2021) or in preparation for the final 5 years (2021-2026)									

<b>Growth Location : Unallocated Growth in the Villages (to 2021)</b>								
Infrastructure			Infrastructure Delivery	Costs and Funding				
Code	Category	Project Description	Priority Level	Date Required / Trigger	Project Costs	Source of Funding	Available/ Identified Funding	Funding Gap
P_ED23	Education	3 Form of Entry Primary School	Essential	2026 / 258 Pupils	£4,600,000		£0	£4,600,000
P_ED24	Education	6 Form of Entry Secondary School	Essential	2026 / 68 Pupils	£2,540,556		£0	£2,540,556
Total of all Essential projects to be funded and/or delivered during the third 5 years					£7,140,556		£0	£7,140,556
Total of all Critical and Essential projects relating to Unallocated Growth in the Villages (to 2021)								
Denotes projects that are to be delivered, Funded or part-funded during the third 5 years of the Core Strategy (2021-2026)								

<b>Central Bedfordshire southern area</b>								
Infrastructure			Infrastructure Delivery	Costs and Funding				
Code	Category	Project Description	Priority Level	Date Required / Trigger	Project Costs	Source of Funding	Available/ Identified Funding	Funding Gap
P_CO09	Community Facilities	1 Community Centre	Essential	2014	£1,850,000		£0	£1,850,000
P_HE05	Healthcare	5 GPs, 2 Dentists	Essential	2016	£2,520,000		£0	£2,520,000
P_OS05	Open Space	Neighbourhood 55ha	Essential	2019	£31,950,000		£0	£31,950,000
P_OS06	Open Space	Local 12ha	Essential	2019	£2,900,000		£0	£2,900,000
P_CO02	Community Facilities	1 Community Centre	Essential	2021	£1,850,000		£0	£1,850,000
P_HE06	Healthcare	5 GPs, 2 Dentists	Essential	2021	£2,520,000		£0	£2,520,000
P_CO43	Community Facilities	Swimming Pool (8 lane pool 2,225sqm building)	Essential	2021	£6,250,000		£0	£6,250,000
P_ED39	Education	10 Form of Entry Upper School	Essential	2022	£13,000,000		£0	£13,000,000
P_CO44	Community Facilities	Swimming Pool (4 lane pool 1726sqm building)	Essential	2026	£5,000,000		£0	£5,000,000
P_ED39	Education	10 Form of Entry Upper School	Essential	2022	£13,000,000		£0	£13,000,000



P_CO07	Community Facilities	Sports Hall (4x Badminton Courts)	Essential	2021	£2,000,000	£0	£2,000,000
P_CO08	Community Facilities	Sports Hall (4x Badminton Courts)	Essential	2021	£2,000,000	£0	£2,000,000
P_ED09	Education	6 Form of Entry Secondary School	Essential	2024 / 607 Pupils	£22,678,194	£0	£22,678,194
P_CO32	Community Facilities	Swimming Pool (8 lane pool 2,225sqm building)	Essential	2026	£6,250,000	£0	£6,250,000
P_HE09	Healthcare	5 GPs, 4 Dentists	Essential	2026	£2,730,000	£0	£2,730,000
Total of all Critical Projects to be delivered or part-funded in the first 5 years							
					£4,300,000	£4,300,000	£0
Total of all Essential Projects to be delivered or part-funded in the first 5 years							
					£745,850,000	£740,000,000	£5,850,000
Total of all Essential Projects to be delivered or part-funded in the Second 5 years							
					£45,430,000	£0	£45,430,000
Total of all Essential projects to be funded and/or delivered during the third 5 years							
					£31,658,194	£0	£31,658,194
Total of all Critical and Essential projects relating to Luton							
					£827,238,194	£744,300,000	£82,938,194
Denotes projects that are to be delivered, part-funded and/or part-delivered during the first 5 years of the Core Strategy (2011-2016) or in preparation for the second 5 years (2016-2021)							
Denotes projects that are to be delivered, part-funded and/or part-delivered during the second 5 years of the Core Strategy (2016-2021) or in preparation for the final 5 years (2021-2026)							
Denotes projects that are to be delivered, Funded or part-funded during the third 5 years of the Core Strategy (2021-2026)							

Sub-Region							
Infrastructure				Infrastructure Delivery			
Code	Category	Project Description	Priority Level	Date Required / Trigger	Project Costs	Source of Funding	Available/ Identified Funding
P_ED01	Education	University of Bedfordshire	Essential	2012	£100,000,000	Developer Luton & South Beds IDP 2008-09	£100,000,000
P_TR01	Transport	Luton-Dunstable Busways	Critical	2012	£80,000,000	Government	£80,000,000
P_TR24	Transport	M1 Widening junctions 10-13	Critical	2013	£504,000,000	DfT &	£504,000,000
P_TR06	Transport	A5-M1 Link (Inclu.	Critical	2013	£162,000,000	DfT &	£162,000,000
							Funding Gap
							£0
							£0
							£0
							£0

	Proposed Junction 11A)				Developer		
P_TR05	Transport	J10A	Critical	2014	£22,300,000	Developer/ TEN/Other/ Public-Private	£10,500,000 £11,800,000
P_EC04	Economic Development	New Strategic Employment Sites	Essential	2015	£500,000,000	Developer	£500,000,000 £0
P_TR07	Transport	Woodside Connection	Critical	2016	£35,000,000		£35,000,000
P_OS09	Open Space	Strategic 98ha	Essential		£6,361,833		£6,361,833
P_TR10A	Transport	Luton Northern Bypass (M1-Sundon Park Road)	Critical	2018	£53,000,000		£0 £53,000,000
P_TR10B	Transport	Luton Northern Bypass (Sundon Park Road-A6)	Critical	2026	£47,500,000		£0 £47,500,000
P_OS09	Open Space	Strategic 98ha	Essential		£5,022,500		£0 £5,022,500
P_OS02	Open Space	District / Borough 63ha	Essential	2023	£8,513,514		£0 £8,513,514
P_OS09	Open Space	Strategic 98ha	Essential		£5,357,333		£0 £5,357,333
P_TR10B	Transport	Luton Northern Bypass (Sundon Park Road-A6)	Critical	2026	£47,500,000		£0 £47,500,000
P_TR10C	Transport	Luton Northern Bypass (A6-A505)	Desirable	2026	£342,000,000		£0 £342,000,000
P_TR09	Transport	New North Railway Station	Desirable	2027	£60,000,000		£0 £60,000,000
Total of all Critical Projects to be delivered or part-funded in the first 5 years					£803,300,000		£756,500,000 £11,800,000
Total of all Essential Projects to be delivered or part-funded in the first 5 years					£600,000,000		£600,000,000 £0
Total of all Critical Projects to be delivered or part-funded in the second 5 years					£100,500,000		£0 £100,500,000
Total of all Essential Projects to be delivered or part-funded in the Second 5 years					£5,022,500		£0 £5,022,500
Total of all Critical projects to be funded and/or delivered during the third 5 years					£47,500,000		£0 £47,500,000
Total of all Essential projects to be funded and/or delivered during the third 5 years					£13,870,847		£0 £13,870,847
Total of all Desirable projects to be funded and/or delivered during the third 5 years					£402,000,000		£0 £402,000,000
Total of all Critical and Essential projects relating to the Sub-Region					£1,978,555,180		£1,356,500,000 £622,055,180
Denotes projects that are to be delivered, part-funded and/or part-delivered during the first 5 years of the Core Strategy (2011-2016) or in preparation for the second 5 years (2016-2021)							
Denotes projects that are to be delivered, part-funded and/or part-delivered during the second 5 years of the Core Strategy (2016-2021) or in preparation for the final 5 years (2021-2026)							
Denotes projects that are to be delivered, Funded or part-funded during the third 5 years of the Core Strategy (2021-2026)							



**Luton and southern Central Bedfordshire Core Strategy  
Submission March 2011**

**Background Paper 11: Delivery of An  
Improved East of London Luton Airport  
6 May 2011**

**Author: Wendy Rousell (Airport Planning Officer) , Luton and southern  
Central Bedfordshire Joint Technical Unit**

**Luton and southern Bedfordshire Joint Technical Unit**

## **Background Paper Item 11 Delivery of an Improved East of London Luton Airport.**

### **1.0 Inspector's concerns (paragraph 26 of letter dated 15 April 2011)**

*On that Airport employment proposal, I do not understand the nature of the 'recommendation'. It is shown as a new CS1 allocation on the Appendix A2 Proposal Map (a separate legal document from the CS) Amendments of the CS. To be an amendment to the Proposals Map implies that the site has been allocated in the CS. Or is it a broad location to be detailed in a later DPD? I note that policy EM3 in the Luton Local Plan allocates this site for employment, and that an outline permission has been granted (but not implemented). This leads to further soundness questions. Is this therefore a commitment to development in the Luton part? The EM3 policy and the outline permission's S106 Obligation provides for a new tunnelled access - is that to happen in this 'recommendation'? If so, why does the CS not say so, or give an alternative access route? Will a new access be able to cope with the additional area of land in North Hertfordshire and what work has been done to show this? Will the development be economically viable given the access cost? What is the justification for recommending an allocation of land in North Hertfordshire in the Green Belt as I cannot find it in the evidence base (it is not in Document EC2 which deals with the former East of Luton site)?*

### **2.0 Summary of JTU Response:-**

- Commitment to deliver within the plan period; Policy CS1 'Development Strategy' makes it clear that this proposed urban extension is a recommendation which must be allocated by North Hertfordshire via their LDF, as it is outside of the Joint Committees planning area; table 3.2 clarifies that the extension is part of the planned portfolio of land needed within the plan period (start 2016).
- EM3 in the Luton local Plan is an existing plan allocation that is saved and Policy CS18 states that it will be incorporated within the Core Strategy and potentially extended east of London Luton Airport
- Deliverability of access
- Justification for development within North Hertfordshire; the regional planning framework provided by the MKSMSRS and the RSS (Documents BD 7 and BD 8) which guided the preparation of the Core Strategy stages. The regional framework required regional movement hubs and economic gateways such as the airport, to be encouraged and accommodated for economic regeneration as part of strategic land provision and access planning for the sub region

### **3.0 Background to Century Park/Wigmore Employment Area and access**

- 3.1 The original site, of 43 hectares (106 acres) was allocated as Wigmore Employment Area within the Borough of Luton local Plan (March 2006). The site is now known as Century Park and has been the subject of a series of applications since the late 1980's and early 1990's. Local residents raised a number of concerns, foremost amongst which was the potential for the generation of additional traffic on Eaton Green Road. The Development Control Committee from Luton Borough Council has always taken the view that there should be no direct access onto Eaton Green Road and that any additional traffic flows should be minimised. Outline planning permission was finally granted in April 1996, subject to a Section 106 Agreement (Permission Nos. L/19596/B & C - twin-tracked applications). These permissions have now expired.
- 3.2 An indicative plan was submitted with the applications which show two potential access roads to the land: the "southern" access road across (and beneath) the airport and the "northern" access road (surface only) running from Frank Lester Way along president way, through the cargo centre and then along the western and southern edges of Wigmore Valley Park. These are indicative drawings and the access routes are the subject of separate applications for consideration. Appendix 1 of the statement indicates routes that were published in a Planning Position Statement prepared by Luton Borough Council and published in November 1997.
- 3.3 The application only relates to the development of the land within Wigmore Employment Area (i.e. now Century Park) and not to the two options for vehicular access.
- 3.4 An early draft of the Section 106 Agreement referred to required contributions to the East Luton Corridor Scheme. As this scheme is now fully funded and built, the S106 Agreement was been redrafted to require a contribution to highway infrastructure works which may include M1 Junction 10A, which is now more appropriate. As the timing of the development is not known, the Section 106 Agreement has been worded to allow for the contribution to be directed to the most appropriate scheme, rather than restricting the contribution to one particular scheme.
- 3.5 As the application does not include details of access, the S106 includes reference to the need to agree a means of access prior to work commencing on site.
- 3.6 Outline consent for Wigmore Employment Area (Century Park) was granted in 2010 following the satisfactory completion of the S106 agreement.

3.7 The applications for main access and the emergency/construction access remain the subject of S106 agreements, but these agreements have not been progressed as a number of alignment options have been considered since that time.

3.8 Since discussions commenced regarding Century Park, it is understood that the ownership has changed five times. This change of ownership contributed to delays in the signing of the S106 legal agreement.

#### **4.0 Commitment to deliver the development and the access**

4.1 The progression of the S106 agreement with the current owners of Century Park, Prologis, has been over a relatively short period of time, in the life of this site. Over the recent years, traffic modelling work has been commissioned to seek to resolve the access issues and therefore ultimately develop the site.

4.2 Approximately 8.8 million passengers were handled at LLA in 2010. At the time leading up to the allocation of the Wigmore Employment Area in 1996, passenger numbers at LLA were reported at approximately 2.4 million passengers. In addition, in 1996 Civil Aviation and Security Services Regulations were more relaxed, being concerned with monitoring movements of people and goods rather than potential terrorist threats and risk assessments associated with activities on the site.

4.3 A previous tunnel scheme involved significant lengths of tunnel which raised design issues and set new standards for tunnel design (with cost implications) following the Mont Blanc disaster. The design of the access road, not only involves traffic modelling, but now also requires more sophisticated risk modelling to ensure the continuous operation of the airport. Work to find the best route to access Century Park therefore requires consideration of these other requirements.

4.4 The Concession Agreement between the Concessionaire (Abertis) and the landowner (LBC) includes provision for a safeguarded area though the airport site, within which access to Century Park can be accommodated. This is a wide swathe and therefore allows for consideration of the best route to be investigated, given the need to safeguard operations at LLA.

4.5 Meetings have been held comprising a joint group of representatives from Prologis, London Luton Airport Limited, London Luton Airport Operations Limited and Luton Borough Council, to consider the potential options for Century Park and to consider improvements to access to London Luton Airport. These parties have signed up to a Memorandum of Understanding

- (MOU) to consider access options. This MOU is appended to this response (appendix 2).
- 4.6 The Joint Group have commissioned URS to produce an acceptable access route through the airport boundary. Whilst the final design option has yet to be established a route has been identified which has been geometrically tested. An indicative drawing is appended to this paper (appendix 3).
  - 4.7 The design is likely to involve a section of road which passes through a tunnel or possibly bridges under a taxiway. The road will be designed of dual carriageway width and where it passes through a tunnel this will include two portals. It has been agreed that in the interests of the operation of the airport, it would be sensible to undertake this work as one project, rather than revisit the design in the future. The design has to take account of the future-proofing of Century Park as well as the airport.
  - 4.8 Whatever access route is agreed, funding options are being investigated through a tax incremental financing (TIF) or Advanced Development Zone (ADZ) route. The bid is being compiled and expected to be submitted once the legislation has been finalised. The legislation is expected to be published until 2012, which would allow a submission late 2012-13.
  - 4.9 Early indications from advisors suggest that an application appears to fit the criteria being outlined in the legislation and Ministerial support has been given for the principles of the bid being complied.
  - 4.10 Should this route of funding not be successful, other avenues will be explored with the parties involved in the MOU.
  - 4.11 To support the funding bid, CBRE have been commissioned to prepare a Viability Report, which whilst it cannot be appended to this background paper, is expected to be available prior to the Examination in Public.
  - 4.12 It should also be noted that within the plan period, it is expected that land values will also increase, making the Century Park development more viable. The addition of the land to the East of London Luton Airport will add further support to the viability of the development.
  - 4.13 In addition, as Century Park, is closely related geographically to the airport boundary, the development can provide accommodation which supports services and companies associated with airport operations or which would benefit from being located close to the airport.

- 4.14 Century Park and its extension are therefore seen as an important element of the Core Strategies employment allocation.

**5.0 Justification for development in North Hertfordshire**

- 5.1 The regional planning framework provided by the MKSMSRS and the RSS (Documents BD 7 and BD 8) have guided successive stages and consultations leading to the preparation of the Pre-submission Core Strategy. The regional framework required regional movement hubs and economic gateways such as the airport, to be encouraged and accommodated for economic regeneration as part of strategic land provision and access planning for the sub region.
- 5.2 Formerly part of the proposed Eastern Urban extension which included major housing east of Luton in the Preferred Options Core strategy, the Century Park element of the proposed extension was retained because of its significant strategic role adjacent to the Airport thus facilitating an economic driver and regional gateway as supported by EEDA and the Regional Economic Strategy (See appendix 4 and the successive comments of the East of England Development Agency on the stages of the core strategy preparation).
- 5.3 The economic aspiration within the Pre – submission Core Strategy for this area and its contribution towards delivering a sustainable plan is consistent with coalition Governments economic policies e.g. ‘Going for Growth: Our Future Prosperity’ Dept BIS). The Pre-Submission Core Strategy is taking a prudent approach in an uncertain economic future; arising from the 2008 recession, global banking crisis financial austerity programme; polices on retirement and impacts of unemployment on younger generations
- 5.4 The proposal is specifically included as part of the potential land portfolio to address balancing jobs with housing and levels of economic activity. There is also a delivery plan to tackle any issues arising should any of the urban extensions encounter difficulties (Pre- submission Core Strategy para 4.14, page 55 Document JCS 1).
- 5.5 Throughout the process leading up to the publication of the Pre-Submission Core Strategy, representatives from North Hertfordshire District Council (NHDC) have attended meetings of the Joint Committee and played an active part in meetings of the Joint Technical Unit.
- 5.6 In a report to the NHDC Cabinet on 27th July 2010, the Corporate Strategic Planning and Enterprise Manager reported -

*“Members noted that the emerging Core Strategy did not propose any new housing east of Luton. Neither did it propose a Luton Eastern Bypass, nor a bypass link between the A505 and the A6 during the Plan period. It did, however, continue to suggest a strategic employment site extending into North Hertfordshire as an eastward extension of Century Park, Luton, just north of the airport. Clearly, this was substantially better than what had been proposed previously. The revocation of Regional Spatial Strategies had given the Joint Committee the opportunity to re-focus on local needs which realistically could be delivered during the Plan period. The deletion of the East of Luton housing and the Eastern Luton bypass was welcomed.*

*Regarding the proposed strategic employment site extending into North Hertfordshire, the Corporate Strategic Planning and Enterprise Manager suggested that the Council maintained a neutral view at this stage. He had been informed that access would solely be from the Luton direction, but had yet to see the details.”*

- 5.7 In his report to Cabinet on 7th December 2010, the Corporate Strategic Planning and Enterprise Manager referred to meetings he had attended with Officers from LBC

*“4.34 We have known that the revised Core Strategy would include this element for some months. It was agreed that we should adopt a neutral stance pending receipt of further information on 3 aspects:*

- *Details of the proposed vehicular access, which would be via the airport;*
- *Justification for the need for the employment land extension; and*
- *Response of local residents, in accordance with the localism agenda.*

*No further details on these aspects have yet been made known.”*

*“4.36. I attended a recent meeting with officers of Luton BC and the Joint Technical Unit and again requested the necessary information. If it is received, this Council would need to consider it. It is therefore recommended that authority to respond to the consultation is delegated to the Corporate Strategic Planning and Enterprise Manager in consultation with the Planning, Transport and Economic Development portfolio holder.”*

- 5.8 The Corporate Strategic Planning and Enterprise Manager acknowledges that dialogue has taken place and this dialogue will continue once the options for access through the airport site to Century Park and beyond to the East of Century Park element of the proposal, have been fully investigated. Robust evidence will need to be produced that will show no

adverse/minimal impact on the highway network as a result of access through the airport boundary.

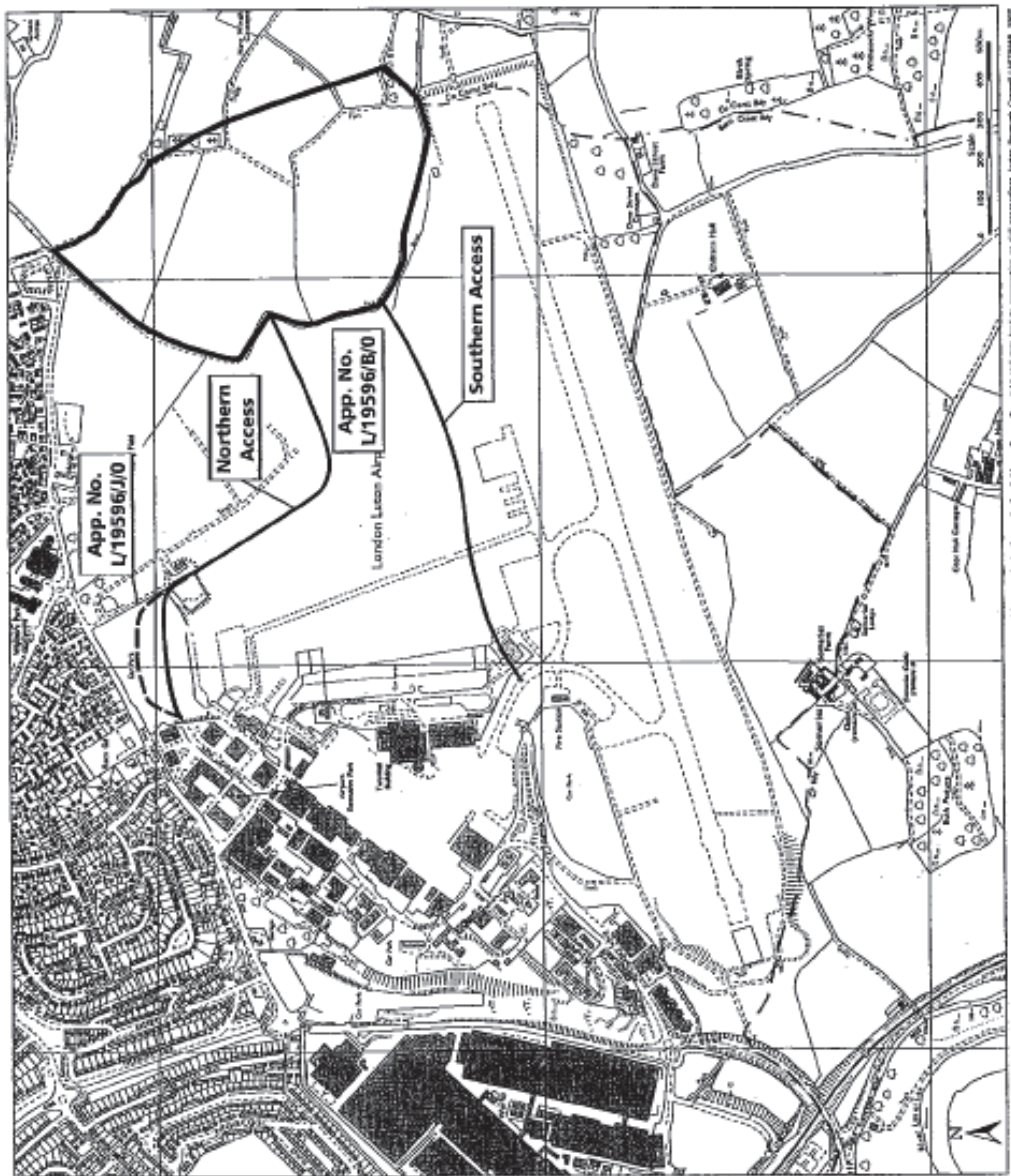
**Conclusion**

- 5.9 The proposed extension to Century Park forms part of a development strategy which is consistent with the regional planning framework and local planning objectives. The proposals is to ensure opportunities are taken to secure economic regeneration though accommodating a regional movement gateway and economic corridor while helping to balance employment and housing provision locally and deliver sustainable development.



Appendix 1 – Extract from Land at and in the Vicinity of London Luton Airport, Wigmore Valley Park and Wigmore Employment Area – A Planning Position Statement. Published by Luton Borough Council, November 1997.

Figure 9  
**CENTURY PARK  
and  
ACCESS  
ROUTES**



Extracted from the Ordnance Survey map with the permission of the Controller of the Highway Stationery Office. © Crown Copyright. Unauthorised reproduction is illegal. Copyright and map may not be reproduced in full proceedings. Luton Borough Council Luton, 1997.

## Appendix 2 – Memorandum of Understanding

### MEMORANDUM OF UNDERSTANDING

Parties: ProLogis Developments Limited/Century Park Developments (PD/CPD)  
London Luton Airport Operations Limited (LLAOL)  
London Luton Airport Limited (LLAL)  
Luton Borough Council (LBC)

This Memorandum sets out the current status of discussions between the above parties concerning the provision of road infrastructure to serve a proposed development of Wigmore Employment Area (from herein referred to as Century Park).

1. PD/CPD is progressing proposals for a strategic employment site in the context of regional, sub-regional and local planning strategies.
2. PD/CPD owns land to the north east of London Luton Airport ('the Airport') which includes land known as Century Park along with a further 180 acres of adjoining land in North West Hertfordshire. PD/CPD is seeking to identify and secure a viable and deliverable access to Century Park to allow the site to be developed.
3. LLAL owns the land within the curtilage of the Airport. LLAOL have a lease relating to land within the curtilage of the Airport, and LLAOL operates the Airport under a Concession Agreement dated 20 August 1998 granted by LLAL.
4. All the parties recognise that the timely and adequate provision of road and infrastructure to Century Park will need to be addressed if the site is to be developed.
5. This Memorandum confirms that the parties are working, in consultation with Luton Borough Council, to identify a road solution that will be feasible, acceptable to the parties and achieve, amongst other things, the following objectives:
  - a) Accommodate the road demands arising from the development proposals;
  - b) Be designed, constructed and implemented so as to meet the needs of the area;
  - c) Account for and safeguard the uninterrupted, efficient and safe operation of the Airport and its future development, prior to, during and following any construction.

6. PD/CPD, LLAOL and LLAL will appoint consultant engineers (URS) to produce detailed designs and costings of various options which are currently under consideration.
7. URS will be appointed to undertake the study, dependent on an acceptable fee proposal and agreement between the parties to fund it. The benefit of any previous studies undertaken by the parties signing this agreement is to be made available to the URS team.
8. LBC is to provide relevant highways data to URS to assist with the feasibility.
9. On the basis that an agreeable route can be identified, all parties will work together on an open book basis to establish the viability of the access route within in agreed timeframe. This will require detailed modelling of the impact of the proposals on the operation of the airport.
10. PD/CPD, LLAOL and LLAL endorse and support an application for Tax Increment Financing (TIF) or similar funding mechanisms. LBC have appointed CRBE to prepare and submit this application, the costs of which for the moment will be borne by LBC.
11. The parties acknowledge that if an appropriate and viable route for the access road can be achieved, the benefits can also aid in the long term aspirations for the growth of the airport and therefore it is in all parties' interest that there will be no ransom situation.
12. All matters set out or referred to above in this Memorandum remain subject to satisfactory commercial arrangements being reached and subject to contract.
13. Nothing in this Memorandum shall in any way be construed to fetter the exercise of the functions of Luton Borough Council or vary in any way the existing contractual arrangements between LLAL and LLAOL.

Signed:

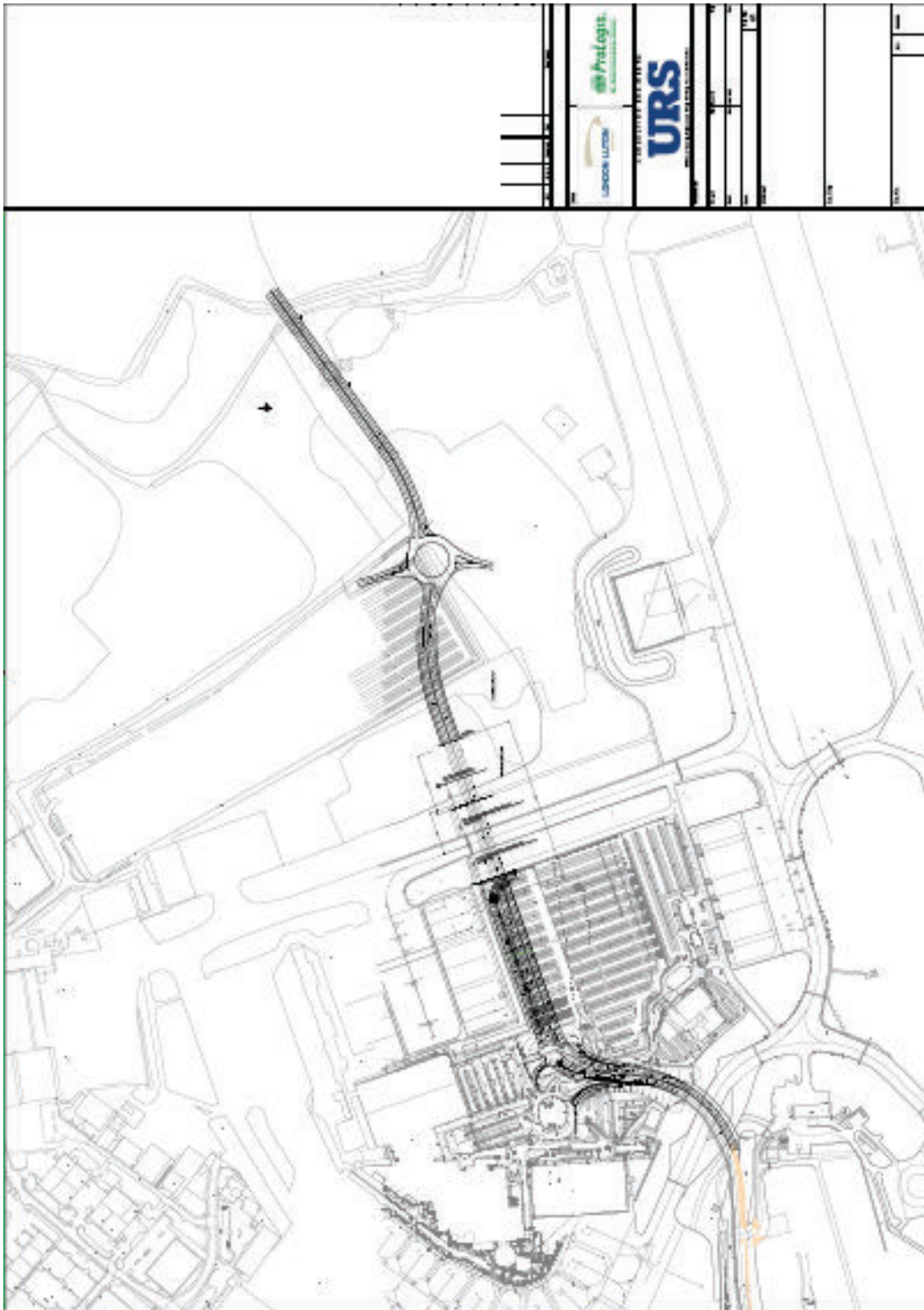
For: ProLogis Developments Limited

Century Park Developments Limited

London Luton Airport Limited

London Luton Airport Operations Limited  
Luton Borough Council

**Appendix 3: Indicative drawing to show access to Century Park**



For indicative purposes only

#### **Appendix 4: East of England Development Agency Comments**

Issues and Options: EEDA Refer to the Regional Economic Strategy 'A Shared Vision the Economic Strategy for the East of England (RES 2004) and the need for the Core Strategy to support the improvement of port, airport and transport infrastructure to create corridors of economic activity and sustainable communities (RES page 96) EEDA specifically refer to the RES sub regional policies d.) i.e. working with Luton airport operations to support and harness the growth of the airport to capture associated economic benefits for existing business and encourage inward investment. Also there is a reminder that the Airport is a strategic transport gateway for the region and a driver for sub regional growth.

Preferred Options: EEDA refer to 'Inventing Our future' (RES 2008) and comments that LDFs must address the objectives of the RES and provide a positive planning framework to achieve an internationally and globally competitive and innovative region. Specifically mention is made to RES transport objectives to ensure the maximum economic benefit of the region's international gateways - Airports recognised in Aviation WP 2003. EEDA acknowledge that the Core Strategy recognises the benefits of the role of the London Luton Airport in attracting inward investment - benefitting from location near M1 as a location for logistics development. In addition EEDA request that work be undertaken with North Hertfordshire District to deliver East of Luton.

Pre Submission Core Strategy: EEDA are supportive of the core Strategy as sound and of the economic uplift proposed - but note that the uplift in provision of jobs is above the East of England Forecasting model - and so request that the council have a clear strategy about the implementation and intervention mechanisms for this type of change.

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# Appendix 2

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Examination into the Luton & southern Central Bedfordshire Joint Core Strategy

## **Notes of the Exploratory Meeting held on Wednesday 18 May 2011 at 1400 hours**

### **Main Participants:**

Inspector: David Vickery  
Programme Officer: Louise St John Howe

Joint Technical Unit (JTU) representatives:  
Head of the JTU: Lachlan Robertson  
JTU Luton Borough Council: Kevin Owen  
JTU Central Bedfordshire: Simon Andrews  
JTU Barrister: Simon Randle

and some 190 people representing themselves, clients, Borough and District Councils, Parish Councils, and other concerned organisations.

### **Introduction**

1. The main participants introduced themselves.
2. The Inspector stressed that at the Exploratory Meeting (the EM) no evidence would be heard or discussion allowed on the merits of cases or representations. It would be limited purely to the matters on the Agenda. He had read the submitted Background Papers and Appendices, Legal Opinions and other letters, concentrating on the information concerning the possible options for his determination of the Examination's future progress.
3. The Inspector explained that on a preliminary reading of the joint Core Strategy (the CS), the submitted evidence base, and the representations, he had some concerns about the soundness of the CS which he had set out in an earlier paper sent to participants. He had not found the CS unsound at this point, and he had not failed to appreciate the hard work that had gone into the CS. This EM had been called to explore his concerns, to establish the best way to proceed with the Examination, and to enable the Joint Committee (the JC) to consider the risk of the CS being found unsound if the Examination proceeded.
4. The Inspector explained that the Examination is about the soundness of the CS, and that whilst he will have regard to the representations made he is not required to respond to each of them individually. The Examination started with the submission of the CS and ends with the submission of the Inspector's report, unless the Examination is halted or suspended at an earlier stage. The Inspector's starting point for the Examination is the assumption that the JC has submitted what it considers to be a sound plan.
5. The Inspector's report will be binding on the JC but it is not bound to adopt the CS if it chooses not to do so. As his report is binding it limits the changes that can be made. In a CS, changes involving clarifications are possible, or possibly bringing the CS into line with government policy, or deleting part of the CS, provided the remainder is satisfactory in its own right. Any other essential significant changes to achieve a sound plan that have not been subject to public consultation and Sustainability Appraisal are likely to be beyond the Inspector's remit and would result in the CS being found unsound, necessitating the JC returning to an earlier

stage and re-running the process. All parties thus need to be aware of the implications of seeking changes.

6. There can be two main ways that the CS might be found unsound – fundamentally unsound (the “showstopper”); or cumulatively unsound (“death by a thousand cuts”) where the finished article is radically different from its starting point.
7. Whilst the Inspector aimed to be pragmatic, positive and proactive, in the final analysis the decision on the submitted policies and the evidence rests with the JTU and the JC. The Inspector’s task is to make a judgement on the CS’s soundness, not to improve it, and not to re-write the CS for the JC.
8. The Inspector explained that he could not direct withdrawal of the CS at this stage – only the Secretary of State could do that upon the request of the JC. It was for the JC to decide whether they wished to proceed with the Examination, although the Inspector might subsequently advise it of any risk that the CS might be found unsound, and any issues of potentially serious fundamental unsoundness would be dealt with first in the hearing sessions.
9. The Inspector explained the possible outcomes of the EM, namely: ▪ the Examination is temporarily suspended to enable further work on the CS (which the JTU had indicated was its preferred outcome); ▪ the concerns are resolved and the Examination continues; ▪ the concerns are not resolved but the Examination continues; ▪ it is decided to withdraw the CS. The JTU said that the last three options were not likely to be requested by the JC, and that any suspension would be in the region of 3 to 6 months (but towards the upper end of this range). The Inspector pointed out that the JTU’s Appendix A had indicated an end date of November 2011 for the desired additional work.
10. The Inspector pointed out that the officers of the JTU have very limited delegated powers from the JC to carry out work or make decisions on their own. Therefore, he would not make a final determination on how to progress the Examination at the EM as the JTU officers will need to seek the instructions of the JC, who are the Local Planning Authority responsible for the CS. The Inspector’s determination would therefore be made later in writing, after the 24 June 2011 JC meeting.
11. The Inspector emphasised again that evidence could not be given or considered at the EM, and that he was expecting responses from the JTU and the participants which would help inform his subsequent decision about the way forward for the Examination. He asked the Mr Robertson of the JTU to go through in turn each section of his letter of 6 May 2011 which responded to the Inspector’s concerns.

## Introduction

12. **Mr Robertson** set out the JTU’s desire for a suspension of 3 to 6 months as above.
13. **Mr Ironside** (Strategic Planning and Enterprise Manager of North Hertfordshire) agreed that the Examination should be deferred, and asked that North Hertfordshire should be given the opportunity to respond to proposals that affect its District. **Councillor Davis** (Luton Borough) said that there was no problem with a representative of North Hertfordshire sitting on the JC, as before, and that the District would be included in the process.

## Is the CS legally in ‘general conformity’ with the Regional Strategy (the RS)?

14. **Mr Robertson** said that, following a RS/CS audit, the recommendation to the JC would not be to withdraw the CS or to defer consideration until the Localism Bill became law (because of uncertainty over the end date), but rather was likely to be a combination of indicating at the Examination that the CS was in general

conformity with the RS, and that the RS was out of date, particularly concerning its assumptions about the amount of public monies available for infrastructure funding. This would be debated at the hearings. The JC would seek to convince the Inspector that the correct amount of housing and employment development had been selected, and that the timeframe of the CS was also correct. The JC would consider the Cala Homes legal challenges before setting out its final views. A suspension would give the JC time to refresh the evidence base, and to carry out further work on the Strategic Housing Land Availability Assessment (SHLAA) over the summer.

15. **Mr Peter Village QC** (on behalf of the Bushwood, West of Luton, site) said that the Inspector should advise the JTU that the CS was presently unsound, unlikely to be able to be rectified, and that it should be withdrawn, as advised in the Inspectorate's *Procedure Guidance*. He summarised his four areas of concern set out in his Legal Opinion of 11 April 2011 and said that a suspension could provide time to remedy the Proposals Map changes (see below) and a consultation on alternative sites. However, it could not remedy the lack of transport evidence or the lack of general conformity with the RS, both of which went to the heart of soundness. The JTU's Legal Opinion of 16 May 2011 was wrong, and had been rebutted on the public consultation point in his Supplementary Opinion of 18 May 2011. There were also concerns over the Luton North by-pass (its implementation) and Century Park (half in North Hertfordshire).
16. The JC, Mr Village claimed, had submitted a CS which was not ready for examination as required under section 20 (2) (b) of the 2004 Act. The Inspector commented that this was a legal matter which Mr Village's clients could deal with by Judicial Review if it was considered there was a case.
17. **Councillor Barnard** (North Hertfordshire) said that a petition of 7,100 signatures against Century Park had been produced. Century Park should be removed from the CS, and its Green Belt protection should not be removed unless a higher authority required it. The Inspector said that this was a matter for later assessment if the Examination continued – his own concerns on this had already been made public.
18. **Mr Lee** (NJL Consulting on behalf of Bloor Homes) asked about the Inspectorate's Advisory Visit of 2009 and its advice on cross-boundary allocations. The Inspector said that the Advisory Visit's advice was not binding on him, and that it had looked at only a selected range of issues prior to the current submitted CS.
19. **Dr Wood** (Secretary of the Luton and District Control of Aircraft Noise) was concerned about the CS's apparent backing in its paragraph 8.15 for the expansion of the Airport and that this was contrary to the RS. The Inspector said that this was evidence on merits which would be assessed later if the Examination proceeded.

#### **Are the Proposals Map changes and Key Diagram clear and legal?**

20. **Mr Robertson** referred to Background Paper (BP) 3, and said the JTU believed it could satisfy the Inspector that the plans were legal, but that a number of practical amendments for clarity would be proposed to the JC.

#### **Consultation procedures – legal compliance**

21. **Mr Robertson** referred to BP4 and Mr Randle's Legal Opinion, and said the JTU believed it could satisfy the Inspector that the public consultation was legally compliant. **Mr Durrant** (DPDS for Paul Newman Homes) said that their client's solicitors (EMW Law) had sent a letter and supporting documents alleging non-compliance with legal consultation procedures from an early date in the preparation

of the CS, and that the Inspector should advise the JC that the CS should be immediately withdrawn and that it raised a fundamental soundness issue. The documents should be placed on the CS web site (*Note: now placed there*).

22. **Mr Village** raised similar concerns and said that the JC had not taken account of the 2008 Regulations in this respect, nor the Court of Appeal *Majed* case. The Inspector said in reply to both participants that this was a matter which he would ask for further statements upon during the Examination, if it continued, and it was a matter for him to assess later as a legal soundness criterion.

### **Is the CS effective?**

23. **Mr Robertson** said that the JTU believed the Inspector's concerns could be satisfactorily addressed. The Vision and Objectives point was mainly a matter of presentation. The Sundon Rail Freight Terminal could be made more specific, and the approach to the North of Luton SSSA could be clarified, although these were all choices to be made by the JC. On the SSSA policies, BP5 set out examples of what further information could be provided, drawing on the evidence base and on further discussions with the sites' promoters – this again was a matter for the JC.
24. On delivery and implementation, **Mr Robertson** said that 31 March 2012 was the end date for the JC's existence, and so the issue of how the CS's policies would be taken forward is a matter for both councils (Luton and Central Bedfordshire). But a suspension would give sufficient time for appropriate Local Development Schemes to be drawn up by both councils. The JTU would be having further discussions with Luton Borough, and were confident that assurances could be given later in the Examination about that council's commitment to the implementation of the CS's policies.
25. So far as contingency planning was concerned, BP6 set out examples of what could be put in place if critical infrastructure projects did not come forward. The JTU was convinced it could satisfy the Inspector, and it was looking further at the public funding that might be available. The Inspector should take particular note of the Appendix C letter on this matter.
26. **Councillor Timoney** (Luton) queried whether the JTU was working effectively, given that it said that there were transport problems with the omitted West of Luton site, but that the allocated sites had worse problems. **Councillor Davis** (Luton) said that he understood Councillor Timoney's points, but he expected that the JTU would present sufficient evidence to the JC to lay these concerns to rest.
27. **Mr Penn** was concerned about the North of Luton site (the Inspector said this was for later discussion). **Mr Oakley-Hill** (Luton Friends of the Earth) asked whether the CS would include policies dealing with climate change emissions and sustainable policies for the next generation. The Inspector said that the CS would include such policies, subject to the Government's advice and testing on them. **Ms. Rawlings** (Bidwells) said that only a few representations wanted an alternative site for the Luton Town Football Club Stadium. **Mr Robertson** said the JC would respond to this concern during the Examination.

### **Whether the CS justifies the proposed development and proposals**

28. On Green Belt, **Mr Robertson** referred to BP7, and said that the JTU would be able to satisfy the Inspector, subject to decisions to be made by the JC. Strategic Flooding was covered in BP7 and could be dealt with by textual amendments to the CS. The Housing Trajectory could be placed in the CS. The SHLAA would be updated this summer. On highway modelling, BP9 presaged the work to be undertaken, and some additional information and updates could be included in the CS. The transport modelling would be subject to a public consultation process in

the summer, and it was close to completion (although an exact completion date could not be given). The Inspector's concerns on by-pass route certainty could be satisfied.

29. **Mr Robertson** said that the Infrastructure Delivery Plan was based upon a sophisticated model and would be further updated and refreshed to show how much each project costs and how it is funded. It could be incorporated into the CS, although the Inspector warned about overloading the CS with rapidly changing data – it might be best to keep it separate and just place the main conclusions in the CS. The JTU would be able to satisfy the Inspector about the funding gap and how it would be handled.
30. **Mr Ironside** was concerned about the line of the Luton North by-pass. **Councillor Garrett** (Luton) was concerned about the loss of Green Belt. **Councillor Franks** (Luton and JC member) was concerned about the justification of the CS proposals and that sufficient information should be available to the JC to make its decisions. The Inspector said that these were either not matters for him (JC information), or would be assessed as part of the Examination, if it continued.
31. **Councillor Brand** (Eaton Bray Parish Council) wondered when any sites would be allocated in the villages as a result of the CS housing numbers, and what were the national criteria for development in the Green Belt. **Mr Robertson** said that the Housing Trajectory would give some information on the first point. The Inspector said a further site allocations plan would be necessary (date unknown), and referred Councillor Brand to national Green Belt advice in PPG2.
32. **Mr Lee** asked about the possible allocation of land into North Hertfordshire at Century Park. **Mr Robertson** replied that the CS could not allocate it, but it was 'recommended' and that it would be tested through the Examination hearings. Its timing would be as set out in North Hertfordshire's Local Development Scheme. If this can't be done, then that would be the point at which alternatives would be considered. The Inspector reminded the JTU of his publicly stated concerns about the delivery and implementation of this site in another authority's area, and said that this was something the JC and North Hertfordshire needed to explore together further.
33. **Mr Village** expressed his concerns that the BP9 transport modelling had come after the strategic decisions had been made. **Mr Robertson** denied this, and said the strategic decisions had been based on transport modelling and that further work required by the Highways Agency has been agreed as explained within the JC submission letter. **Mr Penn** was concerned about the Park and Ride schemes – the Inspector suggested he contact the JTU officers about this.

#### **The CS's monitoring arrangements**

34. **Mr Robertson** said this could be dealt with very straightforwardly as CS changes.

#### **Missing Gypsy and Travellers policy**

35. **Mr Robertson** said that it was up to the JC whether such a policy was inserted into the CS or not.

#### **Schedule of Minor Changes**

36. The proposed Minor Changes in the Schedule (JCS2) queried by the Inspector were discussed. The JTU had decided to **withdraw** the following changes: PC088; PC091; PC099; PC101; PC119; PC120; PC126; and PC128. The Inspector accepted

that the other queried changes were minor ones which could be retained as such: PC063; PC083 and PC129.

37. The Inspector said that the submitted CS he was examining therefore consisted of the November 2010 Pre-Submission CS (JCS1), and those changes in the Schedule of Minor Changes (JCS2) which have not been withdrawn (see above) by the JTU.

### **Discussion of the possible outcome of the Exploratory Meeting**

38. **Mr Wynn** (KEOLG) said that deferral (suspension) was probably right. An additional 6 months would allow for further public consultation. **Mr Durrant** similarly agreed as there had been a failure to provide the necessary evidence. **Mr Shrimplin** (CW and RC Shrimplin representing Caddington Parish Council) said that it would be sensible to defer the Examination. It was important that a proper plan was prepared to avoid an extended period of ad hoc planning. If deferral enabled that to be done then that would be the pragmatic solution.
39. **Mr Village** reiterated his view that the Inspector should advise the JTU that the CS was unsound and could not be made sound. As nothing would happen until 24 June when the JC meets, the Inspector should make that decision now. It was not for the JC to decide on withdrawal – suspension was an exceptional procedure under the *Procedure Guidance* (see paragraphs 9.20 to 9.23). The Inspector would otherwise be putting the cart before the horse, and he should ask himself the questions set out in its paragraph 9.23, especially as some of the necessary work was to provide new evidence (e.g. transportation). Paragraph 9.23 also referred to the time involved, and there was no proper timetable of the work that the JTU and JC would have to undertake.
40. The CS, Mr Village said, was a public document and all the stakeholders were entitled to as much pragmatism as the JTU received – see paragraph 9.21. Suspension would go against speeding up the plan process. The CS was not ready for examination – there were fundamental showstoppers in relation to general conformity with the RS, and no extra work could banish that away. To say that the RS is out of date because of the economic climate was not an answer (see paragraph 14 of the Inspectorate's *Learning from Experience* document). The CS housing and employment figures had been concocted when it was thought the RS had gone, and there was no robust evidence base. Further Sustainability Appraisal would be necessary and also further public consultation.
41. The Inspector, said Mr Village, should look closely at paragraph 9.21 – there is a public interest here and the Inspector should not bend over backwards to help the JTU. The conclusion now of unsoundness would be no different later on in the Examination. The Inspector should invite the JC to withdraw and so not waste public monies by going through a long process. The Inspector should apply his mind fairly as to whether deferral would achieve anything. The JTU's own barrister could not answer the question as to whether the CS was in general conformity with the RS – he said it was uncertain.
42. In reply, **Mr Robertson** said that Mr Village had not read Mr Randle's Legal Opinion correctly, and had misrepresented Mr Randle's views. The JTU did not agree that the CS was not in general conformity with the RS.
43. **Ms Walker** said that the CS would decide the future for thousands of people and for the development of land. She expressed the view as a Leighton Buzzard resident that it was their future at stake, and so it was worth deferring the Examination to get it right.

### **The Inspector's Decision**

44. The Inspector announced that he would not make a decision now on the way forward for the Examination. As he had already stated (see paragraph 10 above), the Joint Committee were the Local Planning Authority and the JTU officers did not have the authority to make any of the necessary decisions – their views today had merely been indications of likely recommendations. In fairness, therefore, he needed to hear what the Joint Committee's views were on his concerns and its preferred outcome for the future of the examination process.
45. The Inspector believed that holding the EM now had given the JTU officers time to formulate their initial views, hear the Inspector's and other participants' concerns, and to draw up recommendations and information for the Joint Committee. Importantly, the Inspector believed that there was adequate time for the Joint Committee members to consider that information and recommendations from the JTU before making their decisions on 24 June 2011.
46. The Inspector would write to all of the participants in the Examination with his decision as soon as possible after he had received the views of the Joint Committee. This would most likely be in late June or early July. In making his decision he would obviously bear in mind all the views expressed by participants.
47. If the Joint Committee decided to ask for a suspension, the Inspector asked the JTU to provide, with the Joint Committee's views, a Timeline or Table for the proposed further work, and any necessary Sustainability Appraisal and public consultation that had to be carried out. This should set out each discrete work stage, its start and completion dates, and the total length of time requested for the suspension. The further work should include any further or revised evidence, additional or revised Background Papers or appendices, and individual CS policy amendments, deletions or additions.
48. The Inspector thanked everyone for their assistance. The meeting closed at 17.55 hours.

David Vickery: 26 May 2011

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# Appendix 3

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Luton and south Central Bedfordshire Joint Core Strategy  
Development Plan Document

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You will no doubt already be aware of the Cala Homes (South) Limited judgement in the Court of Appeal on 27 May 2011. It can be seen in full at:

<http://www.bailii.org/ew/cases/EWCA/Civ/2011/639.html>

The Inspector wishes to draw your attention, and that of the Joint Committee when it meets on 24 June 2011, specifically to the last part of paragraph 24 of the judgment about the implications of the intention to abolish regional strategies in relation to plan making. The judgement is very clear. It says:

"It would be unlawful for a local planning authority preparing, or a Planning Inspector examining, development plan documents to have regard to the proposal to abolish regional strategies. For so long as the regional strategies continue to exist, any development plan documents must be in general conformity with the relevant regional strategy."

The Inspector's report will have to take this judgement fully into account, and this should be borne in mind when considering the Inspector's Exploratory Meeting concerns document on this issue.

Please place this communication on the Exploratory Meeting page of the web site.

3<sup>rd</sup> June, 2011

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